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ALICE IN WONDERLAND[1]

THE HISTORIAN, when he steps into the great building which houses the national archives in such vast profusion, is in a situation so intriguing and so perplexing that his plight immediately suggests that of Alice in her famous Wonderland. In fact, the fable of Alice in Wonderland, if read aright, will serve as a valuable guide and object lesson to the historian as he surveys his new-found treasury of the sources.

The author of Alice seems to have foreseen some of the historian's difficulties and in the manner of parables sought to guide him or at least challenge him by subtle hint and phrase of double meaning. He was quite evidently concerned with the historian's difficulties in presentation and realized that historical writing was often ineffective and forbidding, thus destroying whatever influence it might otherwise have. One has only to recall the famous attempt of the Mouse to dry out his auditors by a reading of history to appreciate this point.[2]

The creator of Alice was also aware of the pitfalls and the occasional absurdities of pointing out morals drawn from history; witness his merciless ridicule of the absurd sequences of the moralistic thought of the Duchess who failed to take advantage of her own precept that if one took care of the sense, the sounds would take care of themselves. He was aware of the need of simple and direct diction, as he makes clear by his gentle raillery at Alice's predilections for polysyllabics which she did not actually understand but used because they were "nice grand words to say." He feared that

[1] A paper read at the joint meeting of the Society of American Archivists and the American Historical Association, December 29, 1939.

[2] The historical prescience of the author is so great that one can indulge the fancy that Lewis Carroll might not have been the Reverend Mr. Dodgson, but some eminent English historian, say Bishop Stubbs. This use of a quotation from some English historian whom I am unable to identify sounds like a jibe at a contemporary. Quoth the Mouse, "This is the driest thing I know."

history, if too involved by unscientific method, might in reality become the subject which the Mock Turtle had to study in his watery youth, namely "mystery, ancient and modern."

The author seems to have foreseen the controversy concerning objectivity and subjectivity and the nature of the frame of reference which the historian applies. He strove at length and with great ingenuity to impress the idea that the historian should seek to adjust himself to reality and not reality to him. Thus the varied descriptions of Alice's sundry eatings and drinkings to relate her size to the kaleidoscopic dimensions of Wonderland. Alice always sought to subject herself to the truth of the situation; she did not sigh for her own definition of reality.

Most significant of all the suggestions in this parable for the historian as he seeks to develop the new possibilities open to him in the National Archives is the question of the significance of searching. Too many follow the reasoning of the dialogue between Alice and the Cheshire Cat in the wood just after the child of the Duchess had scampered off in the likeness of a pig. "Cheshire Puss," said Alice, "would you tell me, please, which way I ought to go from here?" (How familiar is that question from the lips of the neophytes.) The Cheshire Cat replied with infinite wisdom, "That depends a good deal on where you want to get to." And so on until they ended with the joint conclusion that Alice was "sure to get somewhere" if she "only walked long enough." Such philosophy unfortunately dominates much historical research. A sense of significance does not seem to many to be essential.

In fact, the whole oracle emphasizes this need of discriminating judgment in selecting a purpose for work. For after all, Alice started her research on a chance emotion caused by the unusual sight of a white rabbit talking to himself and carrying a watch. She persistently followed this subject through to the end only to find her efforts resulting in a pack of cards or, more appropriately for the historical student, a stack of notes with no real meaning. So intricate is the maze of the new Wonderland represented by the National Archives that the fate of the historian is apt to be that of Alice unless he really takes thought regarding some of the problems which this new mobilization of data serves to emphasize.

When he enters the building on Pennsylvania Avenue, the historian is faced with problems as well as opportunities. The extent of

the opportunity can be grasped with any degree of comprehension only by those who tried to work in the governmental records before the advent of the archival organization. In those days, tedious delay, fatigue, and even adventure something like Alice's were quite possible to him who might seek information. Some of the records were in one warehouse, some in another, some in a fort, some in a garage in suggestive juxtaposition to such fireproofing agencies as gasoline and oil. Some were stored in some post or depot far, far away. Material relating to a given topic might be in a dozen different offices in one department or in many departments. Some of the storage places might have light, heat, and a table and chair. Others might have none of these facilities. Some subcellars were equipped with only a friendly, or otherwise, group of animal life which might add to the adventure. Work in an attic during Washington's summers or in an unheated storage place in her peculiar winters has undoubtedly taken toll in historian-health-years if such a unit exists. Much was frankly or otherwise lost or it was too much trouble to get it out. There was often some other place where it might be, but that place was far away or closed for some reason or other, or for reasons of deep, dark policy inaccessible to the public. Truly, research might be an adventure. On the other hand, often the only difficulty was that records were scattered, for in general most officials were courteous and co-operative.

Now all this is changed. The archives, or at least inventories of them, have been gathered from the far corners and the waste places. There they are, and from a comfortable chair in an air-conditioned room Alice can have in an incredibly brief space of time the whole of her wants assembled, no matter in how many departments or agencies they may originally have been confined. If they are not as yet in the National Archives, there is machinery to get copies from locations carefully described in the nation-wide inventories.

This glowing picture, however, must not be accepted as a description of perfection. There are still some anomalous situations. For instance, the documents of the Senate are conveniently placed at the National Archives, but by some trick of fate those of the House of Representatives, instead of being likewise accessible, are in the Library of Congress, where a special set of permissions has to be obtained to see them. This can be borne if the scholar has plenty of time, but who has plenty of time?

Besides this work of assembly, the National Archives has advanced the interests of history along other lines. It has copying services, either photostat or microfilm, which make it possible to have the archives in effect transported to wherever you may be. It has an extensive collection of maps and photographs as well, but of even greater interest and potential usefulness is the library of motion-picture films. This has added a new tool to historical research.

Those who are working in the period since 1900 have the opportunity now of going to the National Archives for a new source, a motion-picture record of a variety of events, or documentary film prepared to illustrate certain conditions or problems. Biography can now be vivified. Those writing about public figures of the last few years can see them in action again and can hear the voices of those who have lived more recently. Such an opportunity should serve to make possible a more accurate and vivid appraisal. Certain phases of human personality are now immortal. Also, it is no longer necessary to depend upon fleeting impressions born amid the flutter and flash of the silver screen. The National Archives is equipped with a movieola machine so that Alice can see the pictures under a magnifying glass, run them at a speed to suit herself, and hear the sound recording repeated.

This great organization then, all can agree, presents a great opportunity. But there are problems as well as conveniences, problems which are acute in many fields of the profession and which certain functions of the archives, national and otherwise, if developed, can do much to solve. Otherwise, Alice will be lost.

Particular reference is made to the problem of quantity in relation to source material. This is particularly striking as Alice reads the "Guide to the Material in the National Archives" now in press, sections of which have already appeared in the annual reports of the archivist. There she learns that records connected with United States Food Administration, 1917-1930, measure 22,000 feet, those of Veterans' Administration, 1861-1929, 59,000 feet, those pertaining to NRA, 4,200 feet, and measurements likewise lengthy are found for a variety of other classes of materials. Anyone who stops to consider the number of feet in a mile begins to understand the problem.

This question of quantity has proved perplexing in various ways. In the first place, the archival problem of storing such a multitude of documents in one place in such a way as to be readily accessible

upon call has provided a series of headaches that it would probably be difficult for the uninitiated to understand. The solution of the storage problem so far has been admirable. Alice can go to the National Archives, write down what she wants on a slip and have it brought to her in short order, unfolded, cleaned, and ready for use. Or, if she cannot come to the archives, she can write for it and receive a copy at cost. But that leaves two vital questions squarely before her in this Wonderland. She must know what she wants, and, if her problem is at all comprehensive, she must have the time to examine the quantities of material at her disposal.

Often, however, a searcher in the archives does not know exactly what he wants. If he wishes the pension papers of his grandfather, that's easy. But if he is interested in the topic "American Ethics as Illustrated by Pension Applications," he is confronted by the simple statement "Veterans' Administration, 59,000 feet" or approximately twelve miles.

Many of the historical profession do not appear to be well-equipped to deal with such masses of material. Most have had careful training in a meticulous technique which called for the study of elaborate manuals and the examination of individual documents and sources in the light of their precepts. Each document, according to the rules, should be considered by the student and its value and truthfulness weighed judicially. Then, its pertinent contents should be recorded on a card or piece of paper of the proper size and color. Most students, as conscientious as Alice, have tried in a measure to live up to the implications of this scientific technique. But life is becoming more complex, more is happening, much more is recorded and then, alas, historians have done their work along certain lines only too well.

For years, they have been preaching the need of the preservation of documents, the recording of evidence, the collection of every scrap as sure to have use for someone, particularly among the social historians. They have been taken at their word. Historical societies, libraries, state archives, and this great national organization have risen at their behest and now they are literally hoist by their own petard. How are they to use the result, how are they to sit quietly, even in an air-conditioned room, and carefully examine and evaluate documents by the mile? Yet if one were to write the history of the New Deal in the manner that Channing and the colonial historians used for our early history, some university professor or free lance

historian has got to find the time to tread these last long miles and his seminar training won't help him much in finding time.

New techniques are needed to solve the problem of handling mass. Seminar directors can find a partial solution of this difficulty by developing methods of co-operative research. Seminar groups are being and will be more carefully chosen, and their work more carefully planned and articulated. It may be that in history, as in science, there will be publication of joint products as dissertations. This need not necessarily mean joint authorship of professor and student, but it is worthwhile to consider the possibility of several degrees for one piece of work. It is conceivable that a well articulated seminar might produce a book, the joint product of several students, edited perhaps by the director, for which the various students might receive Ph.D.'s.

Furthermore, there is need of a new group in the university world, namely, research assistants. The time may come when university authorities can be educated to realize that to each major professorship should be attached a research assistant, not a neophyte, but a trained worker at a livable salary who can be trusted to do much of the spade work. Unfortunately, so heavy are the demands of teaching and administration upon university budgets that such ideas, when suggested, are looked upon as hopeless luxuries, ideally desirable, but impractical.

However, Alice is more hopeful of aid from the archives in solving this problem. Any archival establishment, national or otherwise, if it plans to do more than serve as a guardian of records, may well study the possibility of pre-digesting material for the use of scholars. This is not a new problem and there are shelf loads of descriptive lists and calendars; in the National Archives itself there are many such, products of the staff and of thousands of WPA workers. Also the various division heads and their assistants know a great deal about the records they handle and are always available for advice. Divisions of cataloguing and classification are wrestling with this matter with good results, but the job is literally stupendous.

If the archives, particularly in records of these latter days, are to perform their true functions for scholarship, they can well undertake to do what the universities seemingly cannot do, namely, build up a staff to study the various classes of material with a view to acting as research assistants as well as consultants when scholars

come to the archives. One can at least study the possibility of a procedure whereby scholars of maturity and experience using the archives may be assigned the services of a research expert who will work along with the visitor, selecting and preparing from the mass a variety of data. This is being done in a very limited way now by those in charge of the stacks, but it is a function that could be worked out more systematically.

This staff also might work upon research plans. Lists of subjects and suggestions as to the type of material might be compiled such as were planned some time ago in the field of diplomatic history. The archives could become a national seminar with a blueprint of national research. Private endowment, the national government, or the archives in co-operation with some university or universities might create a group of archival fellowships, the beneficiaries of which would be invited or permitted to work singly or in co-operation on some segment of this general plan. A good way to start this off would be the publishing of an occasional series of pamphlets entitled, "Research in the Archives." In such ways might the archives aid the historian in wrestling with the problem of quantity.

But it must be remembered that Alice was more than a venturer in Wonderland. She added to her experiences and broadened her point of view by a later journey "Through the Looking-Glass." In this experience she was like historians who join their brethren in the other social sciences and share their interests and problems. The reorientation which they are called upon to make is often like passing through a glass into a world of altered perspective. The National Archives can do much to adjust this perspective to a clearer view of the processes of social evolution and can thereby serve Alice in her later capacity of social scientist.

Reference to *Through the Looking-Glass* shows a similar prescience on the part of its author regarding the characteristics of social scientists. The whole idea is a commentary on the lack of historical perspective of so many of them; and the Reverend Mr. Dodgson's views of their preoccupation with contemporary observation is illustrated by the classic remark, "It takes all the running you can do, to keep in the same place." The close reader finds many references to social science interests. There is the Red Queen's planned research and her use of the comparative method. Alice makes a grand survey of a project. There are statistical compilations. The Sheep produces

a theory of prices. The interests of the White Knight show the advantages of applied techniques over theory. The duplication of effort, so frequent among the various social scientists, is superbly characterized by Tweedledum and Tweedledee, particularly in their famous combat arising from a quarrel over jurisdiction. And finally, the Walrus gave an apt interpretation of the social scientists' predilection for professional conventions.

> "The time has come," the Walrus said,
> "To talk of many things;
> Of shoes—and ships—and sealing-wax—
> Of cabbages—and kings—
> And why the sea is boiling hot—
> And whether pigs have wings."

The National Archives has as much to offer Alice the social scientist as it has for Alice the historian. Its possibilities are, or should be, just as compelling to all students of society. There is a growing sense of unity among social scientists and students of the other humanities, as is evidenced by the increasing significance of the co-operative direction exercised by the American Council of Learned Societies and the Social Science Research Council. The closer affiliation of these groups has, like the organization of the National Archives, created new opportunities. It has also raised new problems. In the solution of some of the latter, the archives establishment again can play an active part.

The most important of these problems are those which are involved in the phrase recently coming into more common use, namely, the "control" of data. This problem of "control" of data is made difficult by the departmentalization of social science. Each seeks data within its own frames of reference and on its own terms. It is doubtful whether the study of society gains as much as it loses by the organization of so much of social science teaching, study, and research under the separate and distinct departments of economics, political science, sociology, anthropology, etc. Each claims a section for its almost exclusive concern which might well be of mutual interest and subject to co-operative scrutiny. Many of the most pressing problems of society, many of the most significant forms of behavior are made more difficult of understanding by being marked with the exclusive label of political, economic, or sociological. Most of them involve an understanding of all these factors.

Training for research in the field of social science has been too much dominated by these divisions. So much so that many students emerge from their graduate training as from a cloister wherein they have been taught mysteries, sacred techniques, in which the uninitiated may not share, recognizing likewise the existence of similar mysteries known only to competitive neophytes. Of course these brethren speak when they meet, they lunch together, and have been known to stand together in faculty meetings, but there is so often that intangible difference of guild.

The archives themselves offer an opportunity, despite what might at first seem their predominantly historical and political character, for some steps toward a more unified method in social science research. For the archives are in a real sense a photograph of a growing people and their problems. In the early national period the archives have but the scant records of the original departments, State, Treasury, and War, plus some legal documents and correspondence and meager legislative records. Yet even these contain valuable data on the investors of the period, about the frontier, the Indians, the public land, and such social data as is found in pension papers and census schedules. Trade statistics, foreign commercial relations, shipping, coinage, patents, copyrights, criminal prosecutions—all are the stuff of social science. With the growth of the country, the functions of the government have increased and likewise the value of the archives to social scientists. In the course of the nineteenth century, two departments directly concerned with society, the departments of the Interior and of Agriculture, were organized, and the census was then developed into a great decennial social survey.

The government began also the subsidy of transcontinental railroads and the regulation of carriers in interstate commerce, piling up a mass of records mobilized by the Interstate Commerce Commission. The twentieth century brought business and labor conditions within the interest of federal government and we have the archives of the departments of Commerce and Labor and of the Federal Trade Commission. The World War was a great social mobilization, the blueprints of which are in the archives in enormous quantity. Since the war, power and air communication control and the host of agencies under the New Deal have brought into being a wealth of data to which allusion has already been made. Such data are of just as much interest, or should be, to all social scientists as to historians.

But this is a day of planning. Much in modern life has destroyed the effectiveness of the individualistic trial and error methods of a former day. It is more and more apparent that modern research, like modern living, will tolerate less "muddling through." So if this vast collection of social science data is to be used efficiently for the society that supports its preservation, there must be more effective planning for its use, not only by the historians but by their brethren of the other social sciences as well. These latter are often too much concerned with the theoretical approach and with contemporary observation techniques to be interested in or mindful of what might be termed an archival consciousness. With such an archival consciousness better developed, the science of society could be expanded with much more adequate perspective. The directors of archives, therefore, can well consider the needs of the generality of the students of society in their planning.

What archival services can be organized to aid the social scientists in the control of data? It would be valuable if a group of consultants in economics, statistics, sociology, anthropology, and political science could be developed officially or unofficially to study the situation and advise the archivist upon methods of controlling data. Descriptions of material particularly available might be prepared and circulated. Aid provided for searchers in these various fields should be supplied in the vocabularies to which they are accustomed—for we must remember that there are several vocabularies among the social sciences and the historians sometimes get lost in them. Such consideration is no mere remote possibility for already the authorities of the National Archives have expressed their willingness to co-operate with agencies sponsored jointly by the American Council of Learned Societies and the Social Science Research Council. Some new and more embracing form of archival service may result from this study.

Thus the establishment and development of the National Archives in the progressive and enlightened fashion which has characterized its history to date, has opened up for Alice a New Wonderland in which—and this is the moral the Duchess might have pointed out—Alice will probably not waste so much energy wandering about after white rabbits just because they talk and carry watches.

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SOME ASPECTS OF ARCHIVAL DEVELOPMENT SINCE THE FRENCH REVOLUTION

AFTER the courses at one of the European archives schools had been terminated the teachers and members of the school met at a modest banquet, for which the latter had prepared a number of humorous entertainments. One of them represented an interview between the chief archivist of the Assyrian state archives and a prying newspaper man. A load of bricks was brought in and the archivist explained how archives had to be stored and arranged according to the principle of provenance and other sacred axioms. This was meant to be an amiable satire on the course on archives administration, which had dwelt somewhat exhaustively on the archives of the Orient and of classical antiquity. I should not need this warning to remember that, in order to trace an outline of the archival development of modern times, it is not necessary to start from the professional achievements of our dead and gone colleagues in Assyria and Nineveh, which have only an antiquarian interest for us. Still we shall have to go back some centuries if we want to understand the tendencies that have underlain the history of archives since the French Revolution.

There is no doubt that it is possible to reconstruct the channels of communication connecting the archives of antiquity and those of our times.[1] Certain rules of keeping the incoming and registering the outgoing letters had been observed in the Roman and Byzantine empires and, from there, taken over by the bishoprics and monasteries in Greece and Italy. We have only to remember that the beginnings of the archives of the Vatican reach back to the third or fourth century, and practices similar to those used in Rome must have obtained in other countries of Western Europe. If we try to point out the characteristic features of the early mediaeval archives, ecclesiastical as well as secular, we find that, originally, they were nearly always restricted to the incoming materials and chiefly to the instruments that had some financial or legal bearing. Kings and princes who had no permanent residence used to preserve these

[1] E. Casanova, *Archivistica* (Second edition, Sienna, 1928), 295 ff., and S. Pistolese, "Développement et caractère des archives du onzième siècle à nos jours," *Archivi d'Italia*, Series II, 1 (1934), 251-298, and also in *Guide international des archives, Europe*, Supplément (Rome, 1934), under the title, "Les archives Européennes du onzième siècle à nos jours."

documents, together with the treasury and precious relics of saints, in a safe place or to deposit them with the institutions of the church, which were the first to develop a certain system in keeping records. As a rule these early accumulations of documents were not connected with the chanceries, which during the Middle Ages were the sole or main administrative agencies, but formed independent units. Gradually the practice of retaining copies of outgoing letters began to prevail again. Copies were usually preserved in books, the so-called registers, and the habit of registering outgoing materials spread slowly over Europe. The consequence of this is that, at the beginning, two separate sets of archives can generally be observed: the original documents, received in the course of a transaction, preserved in a safe place, and considered as a most precious possession; and the registers or similar types of copied outgoing materials kept by the agency that had issued the originals. Occasionally a combination of the two sets was brought about when the chancery deemed it necessary to acquire copies of the documents received in order to have them at hand in the dispatch of its business.

Towards the end of the Middle Ages different factors made for a steadily increasing consolidation and differentiation of official archives. The residence of the monarchs became fixed, the scope of their administration expanded, the communities, especially in Italy, began to establish a primitive kind of archival depository, and, finally, paper came into use, whereby greater masses of materials accumulated, which needed care and preservation. As early as 1284 A.D. an inventory and regulations were drawn up for the Anjou archives in Naples; in France, Pierre d'Étampes began to catalogue the chests and registers of the Trésor des Chartes in 1318; and in England, William Stapleton drew up the first inventory of the Exchequer in 1323. All over Europe existing archives collections were arranged and listed for administrative purposes. Gradually the chanceries and similar government agencies began to preserve the incoming letters as well as the copies of the outgoing ones, but, of course, a concentration of all existing archival materials in a central depository was neither contemplated nor achieved. As a rule, the old accumulations of charters and other documents, of which the Trésor des Chartes was typical, maintained their independent existence for a long time, while newer materials remained with the agencies that had received or created them—that is, every government

office kept its own files of noncurrent records. There are a few instances where unification was attempted at a very early time. As early as 1713 the erection of a special building was begun in Hanover for the storage of the records of the different parts of the country, which had been united in 1705. In Austria the Haus-, Hof-, und Staatsarchiv received the older archival materials of the house of Habsburg from 1749 and from 1762 records on foreign policy from the Hof- und Staatskanzlei. The Scottish General Register House was ready for the reception of records in 1784. But, on the whole, decentralization of archives is the characteristic trait of archives administration before the French Revolution. According to Richou, not less than 405 depositories of archives existed in Paris in 1782, and the number for France was 1,225.[2] The conception of general archives establishments as places where records of the whole state administration, central as well as provincial, should be preserved did not and could not materialize until an external impulse was received and an entirely new attitude towards archives developed.

The French Revolution marks the beginning of a new era in archives administration. First of all, the framework of a nation-wide public archives administration was established. The Archives Nationales, originally founded in 1789 as a parliamentary archives office of the Assemblé Nationale, developed under the decree of June 24, 1794 (7 Messidor II), into a central archives establishment of the state, to which the then existing depositories in the provinces were subordinated. Although during the first years of the Revolution the possibility of an actual centralization of all records in the one national archives was considered, under a law of October 26, 1796 (5 Brumaire V), sectional and local depositories were finally organized as Archives Départementales. The result was that for the first time an organic administration of archives covering the whole extent of existent depositories of older materials and of record-producing public agencies was established.

The second main effect of the Revolutionary legislation seems to have been that the state acknowledged its responsibility respecting the care of the documentary heritage of the past. During the first years of the Revolution, masses of historical documents had been

[2] G. C. M. Richou, *Traité théorique et pratique des archives publiques* (Paris, 1883), 25 ff.

destroyed as monuments of the feudal régime of the country. Minister Garat gave to the archivist of Lille the following significant advice:[3] "All the old documents with gothic script are presumably there as elsewhere only legal titles of feudalism, of the subjection of the feeble to the strong"; they could, therefore, be burned without hesitation. Gradually a sounder view began to prevail. The Agence Temporaire des Titres, created by the decree of Messidor II and charged with the disposal of useless records, later replaced (April 24, 1796) by the Bureau du Triage des Titres and headed by the archivist of the republic, showed a steadily growing comprehension of the historical value of the documents that it had to handle. The state began to learn that not only products of art but also the written monuments of the past deserve preservation and care.

The third outstanding contribution of the archives legislation of the French Revolution was the principle of the accessibility of archives to the public, which was proclaimed by Article 37 of the Messidor decree: "Every citizen is entitled to ask in every depository . . . for the production of the documents it contains." It was not so much the desire to create opportunities for scholarly research that caused this regulation as the wish to provide for the needs of persons who had acquired part of the national property. But still for the first time archives were legally opened and held subject to public use.

These ideas that originated during the French Revolution constitute the main currents underlying the archival development of the nineteenth and twentieth centuries. Their spread was facilitated as considerable parts of Europe came and stayed for some time under French control and experienced the influence of French institutions. Thus the idea of a specialized public archives service was gradually taken over by other European countries. The French had established a central archives depository for the noncurrent records of central agencies and Archives Départementales for such records of the administrative sections of the state. Most of the other countries found it convenient to imitate this organization. Yet certain differences are to be observed. In France the national archives had been established as an entirely new creation, and the same thing happened in other countries where, under the impetus of a revolutionary movement, immediate action was necessary in order to provide for

[3] *Ibid.*, 28.

the records of disestablished bodies politic. The Dutch Allgemeen Rijksarchief in The Hague and the Belgian Archives Générales du Royaume may be mentioned as central establishments of this type. Other countries where the administrative framework was not so completely shattered were able to develop their archives service in a more organic way. In most of these countries a central archives depository grew out of an existing ministerial archives office. The archives of one of the government departments served as the center around which the others crystalized and finally became the central archives of the state. In England, for instance, the origin of the Public Record Office and the office of Master of the Rolls is closely bound up with the history of the chancery department.[4] Similarly, in Sweden the central archives started from the chancery, the oldest and a still existing central agency of the country. Its records were preserved in the Riksarkiv, established in 1617, which after the middle of the nineteenth century became the central archives of the state by gradually absorbing the archives of the other departments and central agencies—a process that was completed as late as 1921 by the incorporation of the Kammerarkiv.[5] Where the development of a central archives has been retarded, revolutionary movements have in recent times supplied the necessary impulse toward concentration. Germany, which until 1918 had lacked an organized archives service, founded the Reichsarchiv in Potsdam for the preservation of World War and other records; and Russia, where the system of special departmental archives had never been dislocated and where the historian had to find his way through more than a dozen departmental establishments, introduced centralization in a very radical way.

In this connection a strange fact can be observed. It might be expected that France, where the idea of the central archives originated, would have carried out this concept with utmost resolution. The contrary has happened. For a short time under Napoleon the idea was followed up along the line of continental predominance and of the renewed empire of Charlemagne: From the conquered provinces, from Spain, Italy, the Netherlands, and Germany, the most precious documents were brought to Paris to be stored in a new archives building of gigantic dimensions. But this over-strained

[4] V. H. Galbraith, *An Introduction to the Use of the Public Records* (Oxford, 1934), 3.
[5] H. Brulin, "Das schwedische Archivwesen," *Archivalische Zeitschrift*, XXXVIII (1929), 167.

idea of a central archives vanished with the man who had contrived it. It seems as if these years of exaggerated activity exhausted the energies of the Archives Nationales for a long time, for the oldest and one of the most noted central archives of Europe has not been able to bring about the transfer of records from all the central agencies of the state and to prevent the maintenance and expansion of special archives establishments by the ministries and other central agencies. Georges Bourgin, telling the story of the Archives Nationales since the World War, makes the emphatic comment: "Yet the Archives Nationales is not in truth wholly national, and it falls far short of containing the entire body of documents that record in diverse forms the many-sided life of the country."[6] As late as 1936, the French government tried to provide for the regular transfer of records from the ministries to the Archives Nationales. But it has not dared to question the continuance of the separate ministerial archives, which so considerably affects all research work in the French archives.

The idea of centralizing the records of all the offices of a country, central as well as local, in one archives depository, as it was originally conceived in France, has been given up. For a short time the archives administration established in Russia after the Revolution planned to carry out such centralization, but very soon it was learned that this is impossible and undesirable. As a rule the framework of archives depositories corresponds to the administrative structure of the country, with provincial or similar archives taking over the records of the respective provincial offices. England has been very slow in building up an archives organization answering the needs of her peculiar administrative set-up. Only very recently have county archives been created, and most of them are connected with libraries and similar institutions.

The question has been discussed as to which ministry should, and would best, supervise the archives service of a country. Various experiments have been tried and the results have been diverse. When archives appeared to be developing into preponderantly scholarly institutions, it seemed reasonable to put them under the direction of the Ministry of Education. Some countries thought it more advisable to have them administered by the Ministry of the Interior. The question was discussed at the Congress of Brussels in 1910.

[6] G. Bourgin, "Les Archives Nationales depuis la guerre," *Revue des Bibliothèques*, 1926, 382.

Prussia was probably the first country in which the archives were subordinated to the head of the ministry, and it seems as if this solution, or the similar one by which they are made responsible directly to the chief of the state, has proved most successful. The countries that have established archives services most recently have preferred not to attach them to one of the ministries: Russia formerly subordinated her archives to the Central Executive Committee, and in the United States the archivist is appointed by the president by and with the advice and consent of the Senate and reports directly to the Congress. Where the archives administration has been made subordinate to one of the ministers the result has often been that it has not been able to obtain the transfer of records from the other ministers because of their inclination to hamper rather than to promote the work of their colleague in charge of the archives. It is very significant that in France, where the administration of archives is a function of the minister of national education, he and the president of the Council of Ministers together have been intrusted with the execution of the important decree of July 21, 1936.[7]

Besides establishing the archives administration as a specialized branch of the public service, the French Revolution may be credited with making archives accessible to private examination. There are some examples even before 1789 of scholars being admitted to the use of official records. We may think of Geronimo Zurita (1512-1580), whose *Annals of the Crown of Aragon* are largely based on archives materials and who was even given access to the Archives of Simancas, or of Samuel von Pufendorf (1632-1697), who as a Swedish and Brandenburg historiographer was allowed to examine the records of the two courts. Especially the Danish Rigsarkiv was as early as the eighteenth century a center of historical activities.[8] But, on the whole, scholars had been denied access to the archives and, where they were granted this favor, it was a favor, not a right. With the French Revolution the accessibility of archives was firmly established, probably with a view primarily to serving persons who might want to consult documents for judicial or other legal purposes. Accessibility for use in learned studies was at the beginning a secondary aspect, and the vast imperial archives that Napoleon ac-

[7] *Journal Officiel de la République Française*, July 23, 1936, 7711-7712, and separate issue, Melun, Imprimerie Administrative, 1936.

[8] A. Linvald, "Das Archivwesen Dänemarks," *Archivalische Zeitschrift*, XLI (1932), 246.

cumulated in Paris were by no means intended for the general use of the public. It seems that, even more than the principle of accessibility proclaimed by the Revolutionary legislation, it was another force that threw open the doors of archives, and this force was only indirectly connected with the French Revolution. As a result of the struggle against the leveling tendencies of the Revolution and against the foreign domination of Napoleon, the beginnings of nationalism developed. The peoples of Europe gradually became conscious of their national individuality and began to use national history as a source of encouragement in the time of national disaster. Romanticism began to glorify the past, its works of art, and its literary and documentary monuments. Publishing the documentary sources, making them available for the history of the country, and writing its history out of the newly discovered materials became the aim of a vigorous and enthusiastic movement in historiography.

First the mediaeval charters, then more and more other public records, acquired the dignity of national monuments and, as such, had to be intrusted to the care of competent custodians. During the first decades of the nineteenth century the scholar entered the archives establishments of most countries and began to replace in part the former officials who had been trained in governmental writing and registry work. The ability of these officials should not be underrated. Very often they had shown a thorough knowledge of the necessities of archives administration, and, for instance, at the Prussian Privy State Archives, which was then only the archives establishment of the Privy Council, they had practiced weeding of useless records in the most careful and exemplary way. When the scholar took over most of the positions in the new general archives establishments, his attitude toward the materials had to be, of necessity, entirely different from that of the former custodians. Archives became preponderantly scientific institutions and lost somewhat their character of government offices. Conforming to the general trend in historiography, the archivists devoted most of their time and work, their efforts and their interests, to arranging and cataloguing mediaeval documents. No doubt this was a useful and, moreover, a very necessary task since, as a result of the secularization of convents and other church institutions, masses of mediaeval charters, registers, and similar materials had been taken over by the state archives. Still the effect was that these archives developed to a cer-

tain degree along the line of manuscript collections of libraries. This appears from two facts: First, the regular transfer of government records to the archives was neglected. Modern governmental papers seemed to be materials of minor importance and even undesirable. The archives, therefore, did not endeavor to take them over at regular intervals, and they accepted them only as far as the government agencies wanted to get rid of cumbersome bulk and were good enough to remember the existence of a state archives that would receive and store it. Secondly, within the archives, records were often arranged according to points of view not consistent with their peculiar character. Many archivists had obtained their training in libraries and were able to think only in terms of librarianship, and, moreover, the needs of scholarly investigation and research work were held so preponderantly important that it seemed obvious that records should be arranged and catalogued in a manner that would facilitate every kind of scholarly use. For that reason special collections of biographica, topographica, militaria, ecclesiastica, and the like were set up; artificial systematic schemes were invented, often covering the whole contents of an archives establishment; and the records were pressed into these schemes regardless of their original connection. The idea of the French "classement" and especially the organization, or rather systematization, of records in the Archives Nationales is representative of this range of ideas. Another example will show the scholarly trend underlying the archival management of this period: In 1830 Belgium had separated from the Netherlands. When the first records of the Prussian Foreign Office concerning the new kingdom were transferred to the Privy State Archives, then almost exclusively the archives depository of the Foreign Office, no place was provided for them. Here was a problem. Finally it was decided that these records would be appropriately stored under the existing heading "Duchy of Burgundy." This shows how much historical or even antiquarian points of view were prevailing with the archivists.

A change was bound to come. The principle of *respect pour les fonds*, rising from the conviction that archives bodies correspond to a former or existing administrative unit and should be preserved accordingly, was proclaimed in Belgium and France about 1840 and made its way during the following decades. It received its last and most pointed expression in the Dutch-Prussian doctrine according

to which records within the single *fonds* must be maintained in the order and with the marks that they had received in the course of the official activity of the agency concerned. The well-known manual of the Dutch archivists[9] gave the final sanction to this theory, and the change in theory brought about a change in the character of archives institutions and of the work of archivists. The archives establishments began to stress their administrative features, to re-establish and to maintain contact with the administrative bodies from which they were expected to take over records, to demand regular transfers, and to claim a part in deciding what records should be preserved. This system has been carried furthest in some of the Scandinavian countries, especially in Denmark, where records of very recent times, often only one or two years old, are transferred to the Rigsarkiv. V. A. Secher, who was at the head of the archives from 1903 to 1915, wanted it to be chiefly a government agency and, therefore, made it his purpose to bring the ministries and the Rigsarkiv as closely together as possible.[10] The result is that, in some aspects, the Rigsarkiv has become a second registry of the ministries and that in 1938 it had to deal with no less than 22,456 of their requests for service.[11] A special room is provided where records are delivered to the messengers of the ministeries, and this work presses heavily on the other duties of the Rigsarkiv.

In a similar manner the character of the work of the archivist was affected. Where formerly it had resembled that of librarians, it began now to resemble that of registry officials. The ideal was to reconstruct as deliberately and carefully as possible the original arrangement of the files of the different *fonds* and to assign its proper place to each document and to each binder, and when this reconstructive work was completed the task of the archivist seemed to be fulfilled. To be sure, the same kind of reconstructive work was applied to the older *fonds* that had been mixed and methodized, and it proved to very useful, re-establishing the original connection of the records and thus showing the functioning of discontinued offices and rendering possible the investigation of their history; but, as a rule, the flow of incoming modern records was so great and the staffs of the

[9] This work was originally published in 1898 by S. Muller, J. A. Feith, and R. Fruin; an English translation by Arthur H. Leavitt of the second Dutch edition (1920) has just been published as *Manual for the Arrangement and Description of Archives* (New York, 1940).

[10] A. Linvald, *loc. cit.*, 265.

[11] From an official pamphlet, *Rigsarkiv* (Copenhagen, 1939).

archives were so lacking in subordinate help that the archivists had to spend most of their office hours arranging modern records according to original registry schemes.

A reaction has made itself felt in recent decades. It was pointed out that the original arrangement of a body of archives might not be the most desirable for purposes of research; that registry schemes might be primitive and foolish and not worth being reconstructed, especially if only fragments of the *fonds* were preserved; that, on the other hand, something must be done to make archives easily accessible for answering questions formulated according to the needs of present-day inquirers; and that, therefore, the archivist should do something more than secondhand registry work in order to make his possessions available for the scholar. Ideas along this line were first formulated in Germany by Max Bär,[12] who showed very effectively that slavish preservation of the original arrangement of a *fonds* is often insufficient and that a more rational order might be set up without destroying the possibility of reconstructing the former connection of archival units. In recent years voice has been given to similar doubts and reflections by Karl Gustaf Weibull,[13] a Swedish archivist, and Johannes Schultze has tried very successfully[14] to show how far the applicability of the principle of provenance is subject to certain restrictions. The struggle of ideas will go on for some time. It seems as if the future will bring a midway solution: The files and records will be arranged on the shelves and will be inventoried according to their original order; then the archivist will try to establish a more sensible arrangement, consistent with modern needs and likely to meet the questions of modern research work, by cataloguing and indexing the records and by preparing accurate and exhaustive descriptions of the contents of the different *fonds* and indicating the possible historical significance of their different series. There is no doubt that it is impossible to anticipate the historical problems of the future, to surmise for what possible purposes of research records may be made serviceable in coming times, and to make catalogues and indexes that will remain satisfactory forever. The work will have to be revised, supplemented, or even done again in

[12] M. Bär, *Das königl. Staatsarchiv in Danzig seine Begründung, seine Einrichtung und Bestände*, 34 ff. (*Mitteilungen der königl. preussischen Archivverwaltung*, Heft 21, Leipzig, 1912.)

[13] See his last article in *Archivalische Zeitschrift*, XLII-XLIII (1934), 52 ff.

[14] "Gedanken zum Provenienzgrundsatze," in *Archivstudien zum siebzigsten Geburtstage von Woldemar Lippert*, H. Beschorner, ed. (Dresden, 1931), 225 ff.

the future. But that is no reason to desist entirely from the attempt to adapt our finding media to the needs of our own times without destroying the original arrangement of records as is done when archives are classified according to the French system.

The phase of archival development in which archival institutions became aware of their administrative duties, sometimes even overemphasizing them, has doubtless been responsible for enormous professional progress. It has prepared them for the time after the World War, when masses of very modern materials began to stream into their custody. It has made the archivists conscious of being a living part of the administrative organization of their country and of constituting a specialized service. It has made them realize and impress on their superiors the facts that not everybody who is interested in old books or has some background of scholarship is likely to be a good archivist and that the efficient administration of archives requires specialized training. In this respect efforts have been made in numerous countries to supply such training either by establishing special schools or institutes or by providing opportunities to acquire the necessary abilities in the course of preparatory occupation.

Building up a special science of archival technique has been a supplementary task. It seems as if the different methods of dispatching business, of making and keeping records, will hamper the attempts to draw up a theory of archival economy that will cover the needs of every country. At least the textbooks that have been published are so closely linked to the peculiar situations familiar to their authors that they have only a limited use in other countries. It is obvious that, first of all, the history of the making and keeping of archives has to be searched and treated for each country individually. Once this is done it will be possible to point out the common traits and discuss the common problems in the form of a comprehensive primer of archives. Meanwhile archivists have found it useful to examine the methods of other archives, especially those connected with the physical care and preservation of records, and to adapt them to the situations in their own countries if they are efficient.

Co-operation of archives administrations on an international basis has achieved at least one remarkable result. A committee of archives experts set up by the International Institute for Intellectual Co-operation has published the valuable *Guide international*, offering

for the first time exact data concerning the organization and the activities of all European governmental archives institutions. The political tension of the last years and the outbreak of the war have at least delayed the carrying out of other plans of the International Institute, among which a dictionary of archives terminology is one of the most urgent, for such a dictionary is an essential preliminary to the approach to archives problems on a general scale.

The years since the end of the first World War have seen some entirely new developments. The Russian archives legislation has created the concept of the unity of governmental archives, according to which all records that are kept in government offices or have been transferred to archives depositories constitute one undivided and unique *fonds*. The decree of January 30, 1922, empowered the Russian archives administration to examine the files of all government offices of its own accord and, if necessary, to apply to the Central Executive Committee for remedy of conditions. The American National Archives Act has made similar, although less radical, provisions. Legally much the same or even greater authority had been conferred on the Master of the Rolls by the English archives legislation. The *First Report of the Royal Commission on Public Records* points out "that by the combined operation of the very wide interpretation clause in the Principal Act and of the Order in Council made in 1852, the whole of the archives of our State departments in England are now, and have been ever since the last-mentioned date, in the charge and superintendence of the Master of the Rolls. It follows that he can at any moment assume custody of all or any of them by issuing warrants under his hand as provided by the Act; and this without any exception for documents in current use in their respective Departments, or of a specially confidential nature, and without any requirement of approval by the heads of Departments, or even any provision for consulting them. In other words, it is possible, as a matter of strict law, for the Master of the Rolls, by a stroke of the pen, to dislocate the whole executive machinery of the State."[15] It is hardly necessary to mention that prerogatives of this extent have never been claimed by the English archives administration, and I do not know whether or to what extent the Russian and the American archives legislation has been influenced by these merely theoretical antecedents in England. At any rate the

[15] Royal Commission on Public Records [1910], *First Report* (London, 1912), 3-4.

regulations of the two countries portend an enormous increase in the power of archives administrations, and undoubtedly the restricted right to examine the files of certain ministries conferred upon the French Direction des Archives is due to such precedents.

It seems that this will not be the final stage of the development. The authority of archives administrations to examine records still in the custody of the government agencies will prove to be a first step that leads to even broader powers. If all the public records of a nation are one sole undivided *fonds*, the agencies that are destined to receive and keep them ultimately will be justified in claiming the right to give their advice as to how the files of government offices should be organized and kept from the beginning so as to insure a satisfactory original arrangement that will also be suitable for retention by the archives agencies. We may assume that gradually the archivists will become the nations' experts who must be consulted in all questions of public record making and record keeping and likewise become the trustees who will safeguard the written monuments of the past, of the present day, and of the future.

Ernst Posner

ARCHIVAL CLASSIFICATION[1]

I

FOR MANY generations scholars have sought to learn the trends and events of history from the manuscript writings of contemporaries of the periods of their study. Much painstaking labor and many long hours have been devoted to sifting the more useful from the less pertinent of these sources. Some authors have had the good fortune to find guides of various types to the writings from which they derived their information. These, for the most part, consisted of inventories or lists of individual documents. For the relatively small collections of local archives in this country and of the European collections which pertain to a period prior to the twentieth century these inventories proved to be, if not completely ample, at least satisfactory for most purposes.

The machine age has brought to the student the problem of dealing with a volume of manuscript sources such as to appal all but the less careful and the less scrupulous. From the typewriter, the dictaphone, the mimeograph machine, and other instruments devised to produce or duplicate the document on paper and on film have issued a mass production comparable to any other machine-made product of this industrial age. Fifty years ago the series of documents of governmental departments were numbered by the scores. Today, these must be counted literally by the thousands. It is estimated that the offices of the adjutant general of the War Department have transferred to the National Archives in the past four years half again the quantity of papers that the whole Archivo general de Indias contains.

In this situation of over-abundant source materials the scholar must first have a classified guide to those series of records which pertain to the subject of his research. Then he will find extremely useful the inventories of each of those series which appear to be promising. To the archivist also the classified arrangement of series is imperative, for when their number mounts into the thousands, human memory is inadequate to provide for their servicing.

[1] The views expressed in this article do not represent those of the National Archives or of any division of that institution. They are the result, however, of nearly five years experience in its Division of Classification. The composing and writing of this paper were not performed as a part of the writer's duties in that division.

What is a series, or an "archimon," to employ a newly coined word? No definition of it will be attempted here, but certain characteristics, both negative and positive, may be set forth. A series does not necessarily have a main subject or theme like a book, although it usually pertains to the function or part of the function of an employee of the government. The series does not necessarily have any orderly method of filing or entry system. In the nineteenth century letter-books and records of transactions customarily followed a chronological arrangement; today, few are the governmental officials who do not have a fourth-drawer miscellany in some filing case to which the secretary is instructed to go as a measure of last resort. The series has no definite maximum or minimum physical limits. Presumably a single document would hardly be called a series although it might well be regarded as an archival unit or "archimon." From a fraction of an inch to hundreds of linear feet, the series varies in its physical measurement.

While these negative features of a series of records hold true, yet there is a unity in it which should be respected by the archivist. The uniting factor differs in different groups of papers. In the vast majority of cases there is an entry system or filing method which has a definite beginning and a definite end. At these points the series begins and ends. In some cases a definite subject of a file is discernible. For illustration, a correspondence series may have no discoverable order but yet it may pertain entirely to the production of steel deck plates in 1917 and 1918. In all cases the series of records was at the time of its assembling an instrument or tool in the conduct of the business of the governmental office to which it belonged. Some person or persons were responsible for its making. There is, therefore, a uniting bond in this personal factor.

II

Classification in the archives of a state or a nation includes three steps. First, it means the allocation of every series to that governmental office which in the conduct of its business created or substantially altered the series of records although not necessarily the individual documents of the series. Secondly, classification requires the placing of the office to which the series is allocated in its position as a subordinate part of another agency. Thirdly, it involves the arranging chronologically by the date of their founding, of all those subordinate offices under their respective superior agencies.

It is not possible to give any hard and fast rule by which the first of these processes may be carried out. A few illustrations may be presented to show some of the methods which may be employed and to demonstrate some of the difficulties involved. Files of correspondence are, perhaps, the least difficult to allocate to the proper office. Letters received give the key in the address, and, while these addresses may contain many errors, there is still a preponderant number which shows the office to which the file should be assigned. Out-letter books produced in the last century ordinarily indicate by the signature in his own or another's hand what person wrote the original letters. Frequently it is necessary, however, to resort to historical research in other papers to determine the name of the copying clerk and the office in which he worked. The letter-books should then be allocated to the office of the clerk who performed the copying. With the production in more recent times of carbon copies of letters, of which alone many series are composed, the classifier often has the task of finding the name of the author or typist by checking initials with a personnel list. Having discovered the name, the next step is to find the name of the office, perhaps through the same personnel list, to which the author or typist was attached and to which the series belonged. The significance of personnel lists as a tool in the classifier's hands is apparent. Such lists must be sought with diligence and used with caution. Too frequently they represent not the offices in which the employees worked under their superiors but convenient labels for payroll purposes.

Often the classifier finds difficulty not in the paucity of names and initials but in their multiplicity. Many times the answer is that a central file room was maintained to which a series having such a characteristic belonged. Usually somewhere in a file of this sort there is a routing slip or an instruction scrawled on some open space on a sheet which indicates the office. The key is often found in the impression made by a rubber stamp if the records are comparatively modern. With what respect must the rubber stamp be considered and with what care must its evidence be examined! So attached is American officialdom to this method of indicating its approval and action that the classifier finds it a useful tool in allocating the tremendous quantities of reports, questionnaires, and tabulations which issue from governments, state and federal, in the present day. It is often decisive evidence in discovering the agency to which account books of all types and sizes should be assigned.

There are other types of evidence which play an important part in the task of classification, but the classifier needs to have sufficient knowledge of the agency he is dealing with to weigh and evaluate the evidence properly. He should bring to bear upon the problem all the thoroughness and perseverance which his graduate and undergraduate studies infused into him. He should employ his powers of historical reconstruction to the full, for he may be called upon innumerable times to piece together fragmentary data in order to obtain a clear picture of the office procedure. It is highly essential that all the historical information possible be assembled and orderly files be maintained by the classifier.

Presuming that the classifier has sufficient historical information concerning the governmental offices and has ample evidence on the series with which he is dealing, what problems still confront him? These center about the historical fact that our governments, federal and state, constantly change their structure. The presidency, Congress, and the Supreme Court may be presumed to be relatively permanent in the federal government, but there may not be even this degree of permanence in the states. The growth and rapid change of bureaucratic government is taken for granted, and the archivist must constantly remind himself that such change will continue indefinitely in the future. When the classifier finds that a particular series was the working tool of two agencies successively, he should allocate it not to the first but to the second and later agency. If the scope of the series spans more than two agencies, this rule should be applied: Allocate it to the last agency which performed the essential business reflected in the subject matter of the series. To the writer this principle seems to be of very first magnitude.

Let us see by a few illustrations taken from the federal government where this principle leads. Before our entry into the World War the Council of National Defense was established and it was given many duties later transferred to other agencies. A correspondence series of the secretary of the General Munitions Board under the Council of National Defense was begun under the filing system known as the Library Bureau Automatic Index. In August, 1917, this file was transferred to the office of the chairman of the War Industries Board. New firms were added and the material for each of the older establishments was increased. This series should be allocated not to the Council of National Defense but to the War Indus-

tries Board. The Distribution Division of the Food Administration split up into three divisions in April, 1918, the two new ones being organized to care for retail grocers and dealers in staple groceries, respectively. One correspondence file, begun in the parent organization, was transferred to the Retail and Wholesale Division and then again to the Staple Groceries Division, where that particular series was closed in December, 1918. It should be allocated to the Staple Groceries Division. But another correspondence file contained material for all three divisions intermingled in every folder. This series bore the unmistakable label of the chief of the parent Distribution Division throughout the whole chronological period. Hence it should be allotted to the first division. The evidence that it was not transferred from the original office is conclusive.

One more example taken from an older agency may suffice. For many years, from 1876 to 1918, the Requisition and Accounts Division of the office of the secretary of war assembled a series of docket books, composed essentially of abstracts of correspondence which were entered chronologically. From 1918 to 1920 this division was directed by the Quartermaster Department, and in 1920 it was again transferred becoming a part of the Office of Finance. Through these changes the docket books were kept in the same way until 1925, when the series closed. This series should be classified under the office of chief of finance as the last agency.

Let us presume for a moment that the classifier adopts a practice of allocating a series to the first agency contrary to the principle stated above. If this were applied to the many series of the War Industries Board which originated in the Council of National Defense, the plan of classification would seem to indicate that the latter was by far the more significant agency, the one which bore the brunt of bringing together the government and the private manufacturer in the production of war materials. But historically this is wholly untrue, for it was the War Industries Board which carried out this function. Apply the first agency theory to the second illustration above mentioned, and one would conclude that the two off-shoots of the Distribution Division of the Food Administration had few if any functions to perform. But, the reader may protest, does not the application, in this case, of the last agency principle leave the parent Distribution Division but a fragment of its fully developed organization? It is an historical fact, however, that this

division was left but a part, a fragment if you wish, of its functions when expanded at their fullest. To allocate the pertinent series to the off-shoot divisions reflects, historically, the reorganization which occurred.

In interpreting the last agency rule, emphasis should be placed upon the characterization of that agency as one which performs, as a part of its ordinary business of government, the essential function which the previous agency performed. The classifier should not, therefore, allocate a series to an office whose relation to it was that of custody. This is a time-worn axiom, but it is not always easy to apply. For some, the fact that a series of account books dating back to the 1820's has been kept for nearly a century by an agency not the creator of the series alters the case. But time does not hallow any divergences from the principle that the custodial office is never the *fonds*.

A more difficult application of the last agency rule has to be made in situations where one office has to liquidate the business of another. Without laying down a hard and fast rule it seems to the writer that the decision as to which *fonds* should be respected depends upon circumstances illustrated below. The activities of the national government in periods of emergency give rise to claims on the part of individuals or companies for alleged losses or damages. Many series of claims pertaining largely to adjustments between the government and the private party over losses in transportation and differences in weights and quality were begun in the period of the World War. The settlement of some of these was prolonged after the existence of the wartime offices which had charge of them. Where the file was maintained intact by the liquidator except for the additions made in the course of closing out each case, that file seems properly allocated in the first or wartime office.

To draw the distinction yet a little finer, consider the case where the Department of Justice is called upon to defend the government in a suit brought by some dealer in wartime commodities fifteen years after the alleged loss. Such a situation will result in the creation of a new file composed of copies or originals of invoices, reports, vouchers, correspondence, and other documents withdrawn from a number of the old wartime series together with new material created by the office handling the suit. The common sense decision in a case of this sort is to allocate the series to the legal office de-

fending the government. The governmental function as reflected in both the above cases was liquidation of the business of a wartime office. But in the first the original file was maintained intact; in the second, the series was created fifteen years after the event. Moreover, such a file of dockets as is presumed to exist in the second case could not be returned to any one wartime office for the chances would be very great that the invoices came from one series, the reports from another, the vouchers from a third, not to mention the new material added by the legal office.

III

Turning to the second step in archival classification, the classifier must give his attention to the relation of superiority and subordination between government agencies. He must place the office to which he has allocated the series under that branch of the government which exercised supervision and control over the conduct of the business for the performance of which the office came into being. One may conclude that the application of such a principle leads back to the legislature, the executive, and to a less extent the higher courts as the supervisory and controlling agencies in the case of the vast majority of offices. This deduction is, of course, true, but the classifier would have difficulty in choosing between the executive and the legislature. He would have difficulty in basing his classification plan upon three or four head agencies of the government. The first line of organization may, therefore, be assumed to be the chief executive, the executive departments, so-called independent agencies, the upper and lower houses of the legislature, and the courts. For classification purposes these may be considered to be on the same plane, to be a starting point.

The allocation of governmental bureaus and divisions under these main branches may not appear to be a difficult problem, but the relationship of superiority and subordination of one office to others is frequently very involved and sometimes contradictory. The classifier must undertake a thorough study of the legal status of the office in question: the legislative resolution, or law, the executive order or proclamation, or perhaps the international agreement or departmental order upon which the existence of the office rests. It requires research in the financial ties between the office and other branches of government. Questions concerning the authority to make appoint-

ments, and to make rules and regulations, as well as the prevailing contemporary opinion of the status of the office—these are aspects of the problem to be studied.

In the application of the principle of allocating an office to its immediately superior agency, perhaps the most knotty problem is encountered when a whole bureau, division, or section is transferred completely away from its old superior and lodged under a new authority. Examples of this are not hard to find. Whenever a new department is created in a state or the federal government, old agencies are transferred to it. In 1849, to cite one example, the Department of the Interior was established in part by the transfer to it of the office of the Commissioner of Indian Affairs from the War Department and of the Census and Patent Offices from the State Department. The question which the classifier must here solve is, "Are all these transferred bureaus invariably to be attached to the departments where they happen to be in 1940 or 1941?" To employ an illustration: Should the Office of Indian Trade, the life span of which ended twenty-five years before the establishment of the Department of the Interior, be made to appear as an agency under that department, instead of under the War Department from which it received its orders and its money? Should the Census Bureau in the years from 1790 to 1849 under the Department of State, from 1849 to 1903 under the Department of the Interior, from 1903 to 1913 under the Department of Commerce and Labor, and finally from 1913 to the present under the Department of Commerce, be classified in the Department of Commerce alone?

The writer gives an emphatic negative answer and ventures to set forth his belief that the classification plan for the whole government should afford a place in each department for every bureau which in its historical development remained for a time in the department. He would apply the same plan to the more subordinate agencies. Thus the classification plan should afford a place for the Census Bureau in the State Department, the Interior Department, Department of Commerce and Labor as well as the Commerce Department. It should reserve a place for the Office of Indian Affairs in the War Department. It should provide for the Patent Office in the State Department as well as in the Interior Department. But how should the records of these bureaus be handled in view of this principle? Perhaps the following rule will answer: Allocate those files

in the Census Bureau which were closed prior to 1849 to that bureau in the State Department; those which were continued as active files should be allocated to that bureau in the Interior Department provided they were closed prior to the transfer to the Commerce and Labor Department; those which were continued after 1903 and closed before the reorganization of 1913 should be classified with that bureau in the Commerce and Labor Department, etc. If this were applied to the records of the Office of Indian Affairs, those files closed prior to 1849 would be ascribed to that office as a subsidiary of the War Department, and after that date to that office in the Interior Department.

Such a course of classification raises immediate protest. It breaks up the Indian collection or the patent or census collections. It breaks up the continuity of the "Indian function" or the "census function." The first is an argument rather largely of sentiment. In a sense such a collection has never existed in its entirety. The records of the War Department through the first century of its existence contain much material on the Indian problem. But there is no disposition to claim these files for the Office of Indian Affairs. Nor is there any suggestion that the Indian treaties in the State Department series be withdrawn, nor the papers accumulated by the WPA in connection with projects involving the Indians. Similarly not all the material on the Census and Patent bureaus is to be found in those series which at the present time constitute their collections, for the papers of the State Department contain much on the subjects of patents and the census.

The archivist should not permit himself to view his problems from the point of view of 1940 or 1941 alone. He must project himself back to 1840 and do what is possible to anticipate 1990. Had there been a national archives in 1840 in which some of those Indian or census or patent files could have been accessioned, would there have been any question as to their allocation? Certainly the Department of the Interior would not have been involved in the question. Surely their *fonds* as the War Department and State Department would not have been questioned, although the French word might not have been used. What has happened to alter the situation since that time? Considering only the closed and dead files, the answer is that a century of custody has intervened, and this from the present point of view is of no consequence.

Turning from the past to the future, let us present certain problems concerning the changes in governmental organization. Let us presume that in 1965 the Office of Indian Affairs is transferred to a new Department of Eleemosynary Institutions, that the Census Bureau is transferred to an Independent Federal Statistics Administration, and that the Patent Office is transferred to a Department of Industrial Processes. Under the theory that all the records now, in 1940, of the Office of Indian Affairs should be classified in the Department of Interior, it follows that all the records of the Office of Indian Affairs should in 1965 be classified in the Department of Eleemosynary Institutions. By the same token a reclassification of the records of the Census Bureau would be necessary to fit them into the new Federal Statistics Administration. And finally the files of the Patent Office would be renumbered in order to bear the label "I. P." On the other hand, consider these hypothetical reorganizations from the viewpoint set forth above. Under those principles all the series of the Office of Indian Affairs which were closed prior to 1965 and after 1849 would be allocated to that office under the Department of Interior and all those series which continued after 1965 would be allocated to the Office of Indian Affairs, Department of Eleemosynary Institutions. Similarly the files of the Census Bureau considered closed prior to 1965 and after 1913 would be assigned to that bureau under the Department of Commerce while those of current business would be classified in that bureau under the Federal Statistics Administration. Finally, the series of the Patent Office which were closed prior to 1965 and after 1849 would be classified under that office as part of the Interior Department and those which were continued over that date or which were begun after the reorganization would be placed in that office as a bureau of the Department of Industrial Processes.

IV

The application of the principle of classifying each governmental office under the agency which supervised and controlled it leads to the third principle of classification. The classifier should arrange all government offices under their superior agencies in a chronological order by the date of founding. Thus, if we were to have a series of volumes of outlines of government, the great executive departments would be arranged in the order customarily given to them. Like-

wise, the independent agencies should be set forth in the chronological sequence. From this it follows that the bureaus should appear under a given department in order of their founding, that divisions of bureaus, sections of divisions, offices of sections should follow the same type of arrangement. To the writer this is the most feasible method.

The multiplicity of offices of government and the swiftly changing character of the whole picture of government complicates the task. In 1927 one bureau or office of the Department of Interior, namely the Office of Indian Affairs, had several hundred organization units. In 1888 the War Department is said to have had ten bureaus or their equivalent and these in turn had eighty-eight divisions. But that was over fifty years ago. Since that time the department has experienced the alterations of organization necessary to conduct two wars. The classifier cannot be content, however, with two or three or four cross-section studies alone, but should attempt the reconstruction of the complete outline of the government. This task is of great proportions for the state governments and of considerably greater complexity for the federal. Far from shrinking from such historical research, the classifier should be grateful that his opportunity comes while the nation is young, that he has not two or three centuries to make up but one and a half, or, for many of the states, considerably less than that.

The chronological order of setting up the government agencies insures a stability which is the imperative necessity of all reference work. A perfect classification plan is not possible, but every effort should be made to provide a permanent place for every series. If this is not accomplished, situations such as the following would occur: Assume that at some future time the Department of Labor called for a particular letter written in 1921 by a member of the staff of the Children's Bureau; the National Archives would keep a record showing the precise number and title of the series and the folder in which it was found. But if afterwards, by reason of a reorganization, the position of that bureau in that department were changed from the seventh to the ninth place, the old identification mark would no longer apply and a second call for that document would require the use of tables translating the old into new numbers. Moreover, a historian might appear in the reference room, armed with a multitude of old reference numbers which he gleaned

from the footnotes of various books and articles written before the new numbers were applied. The chronological arrangement of agencies of government would go far to prevent difficulties of these types from arising.

Perhaps the most important reason for following the chronological order is, therefore, that the future will take care of itself. Modifications in the classification would take the form only of additions. If in 1942 the Department of Agriculture has forty bureaus and divisions and a new one is established, it will become Number 41 without alteration of the classification of the forty previous bureaus. If the census bureau must increase its divisions in 1949 from eleven to fourteen, the new divisions become Numbers 12, 13, and 14 without modification of the eleven earlier divisions. If to the six sections of the Aerological Division of the Weather Bureau two more are added, they will become merely the seventh and eighth sections.

The chronological order, however, has its disadvantages. It does not lend itself to a logical arrangement of government agencies. For illustration, it intermingles in any given department, bureau, and division the administrative subdivisions and the scientific and professional offices. Most, if not all, of the under secretaries of the departments were established after some of the older bureaus. The chronological order would require that these administrative branches would not be classified together. Occasionally a governmental agency ascribes numbers to the offices of which it is constituted. More likely than not such numbers follow a chronological sequence. Thus the Department of the Interior has employed numbers as designations for bureaus, and these appear as marks of identification in the correspondence. In the wartime Food Administration, for another illustration, the number "8" was given to the Cereal Division; "10" to the office director; "14" to the Legal Division; "15," Meat Division; "18," Canned Goods Division; "19," Accounting Division; etc. These numbers were used as a part of the heading of thousands of letters sent out by this agency. To classify these divisions in a logical order rather than a chronological order and apply a correspondingly different number scheme would lead to confusion.

The classifier may be confronted, however, with situations where the chronological arrangement of offices does not apply. For some of the states three distinct periods of growth are traced: that of their colonial existence, that of their territorial status, and that of state-

hood. The records which pertain to the first and second periods have been generally kept and administered as relatively small manuscript collections centering about persons whose papers happen to have come into the hands of the state archives, historical society, or other custodian. The *fonds* is treated ordinarily not as a governmental office but as an individual who may or may not have had the status of an official. To manuscript collections such as these the principles suggested in this paper do not apply.

In the records of the federal government there are similar situations. Certain agencies possess records which belonged to the thirteen colonies, to the period of the continental congresses, the constitutional convention, and to the confederacy of the Civil War period. With certain exceptions not one agency of the federal government from 1789 to the present can be considered their *fonds*. All have been custodians with exceptions such as in the case of files or record books of claims, the origins of which are to be found in these periods but the settlements of which were made by a federal agency. To the writer it appears that these historic records, over which the federal government has a custodial relationship, should be classified apart and administered separately. They are worthy of a corner of their own in the National Archives.

The position taken by the writer in this paper is centered around three points which may now be summarized: (1) Allocate each series to the last office the business of which was such as substantially to enlarge the file or alter its character. (2) Provide a place for all government offices in their historical position in the frame of the government, including every section, division, and bureau, as many different times as each appeared in different divisions, bureaus, and departments. Such a plan would permit the allocation of closed files to the proper office in its correct relationship to the whole government at the closing date of the file. (3) Arrange all governmental offices in a chronological order by date of founding under their respective superior agencies.

These three suggestions are based primarily upon three premises: (1) That the future course of governmental evolution is unpredictable, and therefore a chronological arrangement is required. (2) That accessioning of records can rarely be so administered as to guarantee that no papers of a particular office will ever appear. This requires a classification plan embracing all government units and

not merely those for which the archival institution happens to have records on a particular date. (3) That the imperative demands for stability of all reference work require that the classification plan be limited in its revisions, as far as is humanly possible, to additions.

That scholars, governmental officials, and legislative bodies are becoming archives conscious is more apparent each year. The founding of a national society of archivists, the strengthening of the governmental offices in charge of archives, and the provision for new buildings in which such offices may operate attest to increased interest. The time seems propitious for taking stock of the results achieved, of examining the experiments carried out, and of formulating some definite principles. Classification necessitates an intensive historical study of the involved interdivisional, interbureau, and interdepartmental relations of government over a period of many years. State and national archives should take advantage of every opportunity that presents itself to undertake or encourage the solution of this larger aspect of the problem of classification.

Almon R. Wright

The National Archives

THE ARCHIVES OF TEXAS

ON JANUARY 24, 1839, was approved a joint resolution of the third congress of the Republic of Texas providing for a library for the use of the republic and appropriating $10,000 for the purchase of books which were to be deposited in the office of the secretary of state.[1] The first purchase made was an eighteen volume set of the *Edinburgh Encyclopedia* for $250.[2] This was the beginning of the Texas State Library. The Republic of Texas faced bankruptcy throughout its nine years of existence and there were no further expenditures for the library. However, Ashbel Smith, when he was chargé d'affaires to England and France in 1842-1845, arranged with Joseph Hume, the librarian of the British parliament, a system of exchange of documents between the two governments.[3] Exchanges were also proposed by some of the states of the United States.[4] After annexation further accessions were provided for by an act of the second legislature in 1848, which authorized and required the exchange of "copies of all Laws, Judicial Reports, Maps, Charts, and other productions of a Literary, Scientific, or political character, printed or published by order of the Legislature, or at the expense of the State," with the Library of Congress, the executive departments of all the states of the Union and with foreign powers.[5] It was not until 1856 that another appropriation was made for the purchase of books for the state library.[6] After the Civil War and the reorganization of the government under the presidential plan of reconstruction, the office of state librarian was created[7] and a librarian appointed, only to be removed, with all other officials, by General

[1] Gammel, *Laws of Texas*, II, 86.

[2] David G. Burnet to William H. Jack, November 16, 1839, in Letter Book No. 1, Department of State, 145, Texas State Library.

[3] Ashbel Smith to Henry Barnard, March 29, 1839, in Blotter of Letters, January 11, 1839-September 26, 1839; Smith to Joseph Hume, August 28, 1842, November 17, 1842; Smith to William Pringle, December 10, 1842; Smith to Lachlan M. Rate [1842], all in Ashbel Smith Papers, University of Texas Library. Smith to Anson Jones, July 3, 1842, in Garrison, George P., ed., "Diplomatic Correspondence of the Republic of Texas," in *Annual Report* of the American Historical Association, 1908, II, 975-976; George W. Terrell to Smith, August 20, 1842, *ibid.*, 1006-1007; Smith to Jones, September 19, 1843, *ibid.*, 1463.

[4] A. G. McNutt to Samuel Houston, December 22, 1841, Domestic Correspondence, Texas State Library.

[5] Gammel, *Laws of Texas*, III, 190-191.

[6] *Ibid.*, IV, 518.

[7] *Ibid.*, V, 958.

Sheridan as an impediment to reconstruction;[8] and the library was again placed in the hands of a clerk of the state department and so remained until 1876. In that year the Department of Insurance, Statistics and History was created, and, in addition to his other duties, the commissioner of the new department was to have charge and control of the state library.[9] Hardly was the new order inaugurated when the capitol building was destroyed by fire in 1881, and what was left of the library was without a habitation and almost without a name. It was not until 1891, three years after the completion of the present capitol, that the work of building the library began anew.[10] In that year was created the office of historical clerk who was de facto librarian.[11] In 1903, a Spanish translator and classifier of manuscripts, or archivist, was added to the staff.[12] In 1909, the act creating the Texas Library and Historical Commission divorced the library from the Department of Insurance, Statistics and History and erected it into a separate department.[13]

The archives of Texas, which constitute a division of the state library, had their origin during the following periods of Texas history: Spanish dominion in Texas, 1731-1820; Mexican dominion, 1821-1836; Republic of Texas, 1836-1845; state of Texas, since 1846. Attempts at concentration and protection of these archives began as early as 1835. Under the provisional government, October 16 to March 1, 1836, steps were taken to collect the records of the several land offices and gather them into what later became the

[8] Election Register, 1866-1870, Book No. 263, 66-67; *Handbook of Texas Libraries*, 1904, 11; Thrall, H. S., *A Pictorial History of Texas*, 417-418. The librarian was Robert Josselyn, one-time secretary of President Jefferson Davis.

[9] Gammel, *Laws of Texas*, VIII, 1061-1062.

[10] *Nineteenth Annual Report of the Commissioner of Agriculture, Insurance, Statistics and History*, 1893, 30-33.

[11] Gammel, *Laws of Texas*, X, 113; *Seventeenth Annual Report of the Commissioner of Agriculture, Insurance, Statistics and History*, 1891, 61-62.

[12] *General Laws of Texas*, 28 Legislature, 1 Call Session, 1903, 70; *Twenty-ninth Annual Report of the Commissioner of Agriculture, Insurance, Statistics and History*, 1903, x-xxvi.

[13] *General Laws of Texas*, 31 Legislature, Regular Session, 1909, 122-127. The Bureau of Agriculture was created in 1887 and added to the department, the name being changed to Department of Agriculture, Insurance, Statistics and History. In 1907 the Bureau of Agriculture was made a separate department. In 1905 banking was added to the department and the commissioner, in addition to his other duties, became superintendent of banking. This addition of new duties from time to time crippled the work in the library. Gammel, *Laws of Texas*, IX, 896-897; *General Laws of Texas*, 30 Legislature, Regular Session, 1907, 414-415; *General Laws of Texas*, 29 Legislature, Regular Session, 1905, 485, 501; *Annual Report of the Department of Agriculture, Insurance, Statistics and History*, 1887, 4; *ibid.*, 1890, 4.

general land office.[14] During the periods of the republic and of early statehood, several acts were passed for the return of surveys and other records of a public nature to the general land office.[15] The motive of this concentration was to protect land titles. An attempt at concentration of archives in the state department began in the fifties. In 1850 and for several years thereafter were transferred in whole, or in part, the archives deposited at Nacogdoches and San Antonio, capitals of departments of Texas under Mexican rule.[16] The great majority of the documents transferred were from the Nacogdoches archives, to which were added many of those from San Antonio, known as the Bexar archives, after the passage of the acts of 1853 and 1856 which authorized the translation of the latter, and the transfer of originals and translations to the Department of State.[17] Some two thousand legal-cap pages of translations were transferred along with many of the originals.[18] In the state department was also concentrated a large part of the records of the defunct departments of the republic.

The archives of Texas have suffered the vicissitudes which mark the history of the state. They had to be removed before the advance of the Mexicans in 1836 as the ad interim government of the Republic of Texas and Houston's retreating army moved eastward and some of them were lost.[19] In 1836, the seat of government was at Columbia; in 1837 it was removed to the newly created town of Houston, with a removal of archives in each case. In 1839, a fleet of fifty wagons brought the archives from Houston to the new frontier capital at Austin.[20] In 1842, the renewed attempt of Mexico to conquer Texas and frequent Indian attacks aroused a feeling of insecurity with reference to the archives, and President Houston ordered their removal to the temporary capital at Washington-on-the-Brazos. Captain Thomas I. Smith on the night of December 30, with three wagons and twenty men, moved quietly into Austin and

[14] "Journals of the Consultation," in Gammel, *Laws of Texas*, I, 535; "Ordinances and Decrees, General Council," in Gammel, *Laws of Texas*, I, 978-979.

[15] Papers, 3 Congress, File No. 1047, November 28, 1838; Gammel, *Laws of Texas*, I, 1386-1387; II, 435; III, 580, 935.

[16] Executive Record Book, No. 275, 16; Gammel, *Laws of Texas*, III, 509-510.

[17] Gammel, *Laws of Texas*, III, 1322-1323; IV, 468-469.

[18] *Thirty-first Annual Report of the Commissioner of Agriculture, Insurance, Statistics and History*, 1906, Part II, 71.

[19] House Journal, 1 Texas Congress, 1 Session, 12-13, 19; *Thirty-first Annual Report of the Commissioner of Agriculture, Insurance, Statistics and History*, 1906, Part II, 21.

[20] Comptroller's Civil Service Records.

began loading papers from the land office. The town was soon aroused, the cannon was dragged from the arsenal to the middle of Congress Avenue, loaded, and Mrs. Angelina Eberly, so the story goes, touched it off firing at the intruders. A volunteer company soon collected, Smith surrendered, and the archives were returned and placed in the hands of a committee of the citizens. They were stored at Mrs. Eberly's and kept under guard. This is known as the "Archive War."[21] The records were restored to the departments upon the return of the government to Austin in 1845.[22] The treasurer's office burned in 1845, but with slight loss.[23] In 1855 the adjutant general's office burned with the irreparable loss of the muster rolls of the soldiers of the Texas Revolution—of the men who perished at the Alamo, who died with Fannin and who fought on the field of San Jacinto.[24] The capitol burned in 1881. Fortunately, there was but small loss of documents as some were stored in vaults and many others had been placed in the general land office, a fireproof building, for safe keeping.[25] For seven years the departments and their records were crowded wherever space could be found. In the present capitol the archives were stored for many years in various receptacles in the different departments, inaccessible and forgotten.

The law creating the Department of Insurance, Statistics and History made the state library the legal depository of the archives of the state and the office of record for everything issued by the several departments.[26] The law also states that the "Commissioner shall

[21] For accounts of the "Archive War" see "The Growth and Decay of a Town," in supplement to the *Courant* (Hartford, Connecticut), December 14, 1844, 194-195; Brown, Frank, "Annals of Travis County and the City of Austin, from the Earliest Times to the Close of 1875," MS volume, Chapter IX, 5, 40-46; *DeBow's Review*, N. S., 1, No. 5 (May 1859), 513-523; Kemp, L. W., "Mrs. Angelina B. Eberly," in *The Southwestern Historical Quarterly*, XXXVI (January, 1933), 193-199; Brown, John Henry, *History of Texas, 1685-1892* (St. Louis, 1893), II, 534.

[22] *Texas National Register*, November 15, 1845, p. 354, c. 3.

[23] *The Morning Star*, November 8, 1845, p. 2, c. 1, December 2, 1845, p. 2, c. 2; *Texas National Register*, September 18, 1845, p. 327, c. 2, November 15, 1845, p. 354, c. 4; *Senate Journal*, 1 Legislature of Texas, Appendix, 16; Winkler, E. W., "Destruction of Historical Archives of Texas," in *The Quarterly* of the Texas State Historical Association, XV (October, 1911), 148-152.

[24] *State Gazette*, October 13, 1855, p. 2, c. 3; *The Texas State Times*, October 13, 1855, p. 2, c. 1; Brown, Frank, "Annals of Travis County," Chapter XI, 42; Winkler, E. W., "Destruction of Historical Archives of Texas," in *The Quarterly* of the Texas State Historical Association, XV (October, 1911), 152-155.

[25] Gammel, *Laws of Texas*, III, 1003-1004; *Annual Report of the Commissioner of Insurance, Statistics and History*, 1881, 14; *ibid.*, 1883, 6.

[26] Gammel, *Laws of Texas*, VIII, 1061; *Thirty-first Annual Report of the Commissioner of Agriculture, Insurance, Statistics and History*, 1906, Part II, 10.

demand and receive from the Secretary of State, the Comptroller of Public Accounts, the Commissioner of the General Land Office, and from such other departments or officers as may have them in charge, all books, maps, papers, documents, memoranda and data, not connected with or necessary to the current duties of said departments or officers, as relate to the history of Texas as a Province, Colony, Republic and State. . . ."[27] The concentration of archives in the state library began under this act. From September 25, 1877, until July 5, 1879, many documents were transferred, chiefly from the state department, after which the work ceased and practically nothing was done with the documents transferred save to store them in the vault of the Department of Insurance, Statistics and History.[28] After the building of the present capitol and the beginning of the rehabilitation of the library in 1891, the transfer of archives started anew and has gone on with but slight interruption ever since. The greatest number have been transferred within the last decade when crowded conditions in the capitol have forced the departments to make room for current records.

The archives at Nacogdoches were the first to be transferred. These archives and those at Bexar, known as Spanish archives, extend over the Spanish and Mexican periods of Texas history. The first named are in the state library; the latter were deposited in the library of the University of Texas in 1898 by the commissioner's court of Bexar county. These records are almost entirely in Spanish. The name Nacogdoches is that of an Indian tribe at whose village was founded in 1716 one of the four Spanish missions and *presidios* located in East Texas as sign posts to guard Spanish territory from the encroachments of the French in Louisiana. With the Peace of Paris in 1763, the contest ceased and Nacogdoches was abandoned as a frontier fortress. Spanish troops were again placed at Nacogdoches and other places in East Texas after the Peace of Paris of 1783, and the purchase of Louisiana by the United States in 1803.[29] There are but few manuscripts belonging to this early period of contest. The great portion of the Nacogdoches archives dates from

[27] *General Laws of Texas*, 31 Legislature, Regular Session, 1909, 125; Gammel, *Laws of Texas*, VIII, 1061.

[28] Register of Historical Documents Belonging to the State of Texas, which Contains a Record of Accessions from September 25, 1877 to January 8, 1880; Receipts of V. O. King, Commissioner of Insurance, Statistics and History; *Thirty-first Annual Report of the Commissioner of Agriculture, Insurance, Statistics and History*, 1906, 69-89.

[29] Nacogdoches was re-established in 1778 and fortified in 1783.

the achievement of Mexican independence in 1821 and the beginning of Anglo-American colonization in the same year.[30] The Bexar archives were collected at San Antonio de Bexar, which was the capital of Texas during practically the whole period from 1731-1836.[31] These Spanish archives consist of royal and federal decrees, communications from the viceroy to the governor of Texas, from the commandant general to the governor of Texas, later to the governor of Coahuila and Texas after the two states were united, communications to the political chiefs of the departments of Bexar and Nacogdoches, correspondence of the *alcaldes*, proceedings of the *ayuntamiento*, election returns, military companies, census records, etc.

The archives of the republic and the state constitute the largest collection in the state library. Records have been transferred from the governor's office, the state department, the adjutant general's department, the comptroller's department, the treasury, and the department of education.[32] The archives of the supreme court, which begin in 1841, are retained by the court. The general land office has in the main kept its records intact, some of them going back to Spanish and Mexican Texas. However, part of the early correspondence of this department has found its way into the library through the state department. The fire which destroyed the capitol in 1881 originated in the attorney general's office, and almost no early records have been found of this department, although, again, some correspondence and a few early opinions have found their way into the library through the state department. The archives of the newer state agencies, as the railroad commission, state board of control, state health department, highway department and others, remain in the respective departments. Because of lack of space little effort has been made to collect county records no longer in current use, which can be done under the law.

The correspondence of the governor's office from 1846 to 1920 has been transferred. This is chiefly the letters received. The execu-

[30] *Twenty-ninth Annual Report of the Commissioner of Agriculture, Insurance, Statistics and History*, 1903, xix-xxiv.

[31] *The Quarterly* of the Texas State Historical Association, IV (July, 1900), 58; Austin, Mattie Alice, "The Municipal Government of San Fernando de Bexar, 1730-1800," in *The Quarterly* of the Texas Historical Association, VIII (April, 1905), 277, n. 1.

[32] Copies of receipts given the departments are retained in the state library. These give a detailed list of transfers. The list of transfers is also given in the reports of the commissioner, 1876-1908, and of the state library, 1909-1938.

tive record books, 1836-1900, transferred from the state department, contain copies of letters sent by presidents and governors of Texas. Many of the letters sent are also in letter press volumes transferred from the governor's office.

All records from the state department from 1835 to about 1900 have been transferred except charters and the official copies of the laws. These records consist of all archives of the provisional government of Texas as a state of the Mexican Republic, November 11, 1835, to March 1, 1836; of the convention of 1836, which declared independence and drew up a constitution for the new nation, March 1 to 17, 1836; of the ad interim government, March 17 to October 22, 1836; all papers of the nine congresses of the Republic of Texas; the treaties of the Republic of Texas with foreign nations and the Indian tribes, twenty in number; the customs papers of the republic; the correspondence of the department, diplomatic, consular, domestic, the first two dating from 1836 to 1845, the third from 1835 to 1920; the records of the convention of 1845, which drew up the first state constitution; of twenty-one legislatures of the state, 1846-1889; of the secession convention of 1861; of the reconstruction convention of 1866, which drew up the first reconstruction constitution of the state; of the convention of 1868-1869, which drew up the constitution based on the congressional plan of reconstruction; of the convention of 1875, which framed the constitution under which we now live; executive record books of republic and state, 1836-1900; election returns, 1835-1905; election registers, 1838-1900; pardons and remissions, rewards and extraditions, 1839-1900; memorials and petitions, 1835-1900; papers relating to the military board, 1862-1865, consisting of some thousands of loose papers and eight manuscript volumes; correspondence of the military governor, 1865-1867; reconstruction papers, consisting of orders and correspondence of Generals Griffin and Reynolds; seven manuscript volumes of registered voters of 1867, etc. There is also a great mass of miscellaneous papers, such as colonization papers, Indian affairs, army and navy papers, post office papers, sale of government lots, seat of government papers, public printing papers, boundary papers, Santa Fé papers, penitentiary papers, railroad papers. With the archives of Texas have been placed the manuscript volumes of the United States census for Texas, 1850 to 1880 inclusive, with the exception of the population schedule. These were given to the state

by the United States Bureau of the Census. Eleven manuscript volumes of the population schedule of the ninth census were transferred to the library from the Texas state department. Some of these are defective, which may explain their being left in this department.

The records of the adjutant general's department through 1910 have been transferred to the state library. The rolls of the soldiers of the Texas Revolution were destroyed at the burning of the adjutant general's office in 1855, but a large number of the rolls of the soldiers of the republic and of the early ranger forces of the state were preserved. These were transferred together with some thousand or more Confederate muster and pay rolls. Rolls of the state guard, state police, and reserve militia of the reconstruction era; of the rangers, known under several names as frontier forces, minute men, frontier battalion, and rangers; of the Texas national guard, and of the soldiers of the Spanish-American War have also been transferred. In addition to the rolls are enlistment papers, bonds and oaths, certificates of service, general and special orders, ordnance papers, quartermaster's and commissary's papers, correspondence, and reports.

All records have been transferred from the comptroller's department from 1835 to 1900 with the exception of certain tax records dating back to 1836, which are of current use in the redemption division of the office. The records transferred consist of papers of the financial agents of the Republic of Texas, the currency of the republic and the bonds and other obligations of republic and state; customs registers, land registers, bond registers, warrant registers, 1836-1900; ledgers, journals, reports, letter books covering the same dates; civil service records, railroad papers, papers relating to the building of the present capitol, as specifications, contracts, pay rolls, bills, bids for locating capitol lands; and a voluminous correspondence covering the years 1835-1920. Among the most valuable records transferred from this department are what is known as comptrollers' military service records and public debt and claims papers. The first named represent the money claims for service of the soldiers of the Texas Revolution and of the Texas republic, which, with the bounty certificates in the general land office, are in many instances the only official records of service extant. The public debt papers and the claims papers are of similar nature, being the claims against the Republic of Texas and their payment or rejection after annexation

and the passage of the public debt acts of 1848 and later dates. Texas pensioned the soldiers of the revolution and of the republic, and these pension papers, which have also been transferred from the comptroller's department, are another source of information concerning early Texas soldiers.

The records of the treasury department to 1900, or thereabouts, have been transferred. These records are similar to those transferred by the comptroller, consisting of public debt papers, cash books, registers, journals, letter books, correspondence, and reports. A few school ledgers and journals and census records of the fifties have been transferred from the treasury, the treasurer being ex officio state superintendent of education at that time.

From the department of education the following records have been transferred: minutes of the board of education, 1866; journals, ledgers, and registers of letters, 1871-1872; school population and school fund record, 1877, 1889, 1899; scholastic population, white and colored, 1898, 1899; normal college scholarship appointments, 1892, 1899-1904; records of children in, over, and under school age enrolled in school, 1895-1896; letters pertaining to the John Tarleton fund of Stephenville, Texas, 1896-1904; minute book of summer school normal board of examiners, 1905-1914; minutes of board of school examiners, 1893-1912; register of county school boards, 1911-1912.

Archival material in private hands has been difficult for the state library to obtain because adequate funds have not been provided. In 1891, the legislature appropriated $500 annually for collecting historical data relating to Texas; the amount has never exceeded $1,000 except in a few cases where special appropriations were made. There are in the state library, nevertheless, some valuable personal collections, many of which are largely archival in content. Some of these were purchased, many were gifts. The papers of Mirabeau Buonaparte Lamar, third president of the Republic of Texas, dating from 1789 to 1859, contain personal letters, official documents, and a great number of historical papers collected by Lamar for the writing of a history of Texas and of the Austin family. These papers were purchased for $10,000 in 1909 by a special act of the thirty-first legislature.[33] The John H. Reagan papers, 1847-1905, relate chiefly to his public life in Texas before the Civil War, to his service as post-

[33] *General Laws of Texas*, 31 Legislature, Regular Session, 1909, 137-138.

master general of the Confederacy, as United States senator from Texas, and as first chairman of the Texas railroad commission. These papers were also purchased for $10,000 under a special act of the same legislature.[34] Others are the Washington D. Miller papers, 1832-1866: Miller was private secretary to President Houston during his second administration, special secretary to the legation at Washington when the annexation treaty was pending, and secretary of state, 1847-1849; the George W. Smyth papers, 1830-1854, which relate chiefly to the survey of the boundary line between Texas and the United States; the Lubbock papers, 1861-1863: Lubbock was one of the war governors of Texas and the papers cover the years of his administration; the M. M. Kenney papers, 1860-1875: Kenney was captain and quartermaster general of the frontier battalion, 1874-1875, and the papers are largely official. In the University of Texas library there are several mixed personal collections, notably the Austin papers, 1780-1837, the letters and official papers of Stephen F. Austin, whom Texans call the father of their state; the Thomas J. Rusk papers, 1835-1859: Rusk was a soldier of San Jacinto, secretary of war of the Republic of Texas and United States senator from Texas; the Ashbel Smith papers, 1824-1886: Ashbel Smith was chargé d'affaires of the Republic of Texas to England and France, 1842-1845, and in his later years the first president of the board of regents of the University of Texas. This list could be extended at length.[35]

One of the duties of the librarian, as stated in the library laws of Texas, is that "He shall also endeavor to procure from Mexico the original archives which . . . relate to the history of Texas and settlement thereof, and in case he cannot procure the originals, he shall endeavor to secure authentic copies thereof; also any and all papers in Mexico, or elsewhere, relating to the early history of Texas."[36] The Texas State Library and the Texas State Historical Association shared the cost of having made transcripts of documents relating to Texas in the British Public Records Office.[37] The state library, the University of Texas, and the University of California co-operated in

[34] *Ibid.*, 158.

[35] *Twenty-ninth Annual Report of the Commissioner of Agriculture, Insurance, Statistics and History*, 1903, xvii-xix, and later reports of the commissioner and of the state library contain lists of accessions.

[36] *General Laws of Texas*, 31 Legislature, Regular Session, 1909, 122; Gammel, *Laws of Texas*, VIII, 1061.

[37] *Second Biennial Report*, Texas State Library, 1911-1912, 15.

making transcripts of historical documents in the Mexican archives. Copies were made of documents relating to Texas in the Archivo general de Mexico and the Archivo de Gobierno in Saltillo, Coahuila. Transcripts from the Archivo general de Indias, Seville, Spain, were secured in the same manner.[38] The University of Texas has secured transcripts of the archives of Matamoros and Saltillo and of the Franciscan archives from the city of Mexico. Transcripts have been made by the Texas State Library of documents in the Cuban archives at Havana and of material in private hands.

The law also states that the librarian shall give careful attention to the proper classification, indexing, and preserving of the official archives that are now or may hereafter come into his custody.[39] Nothing was done to carry out this provision of the law until 1903, when a classifier and translator of manuscripts, or archivist, was appointed. From this time the work of increasing the accessibility of the archives has consisted largely in the strictly chronological arrangement of certain collections, the alphabetizing of others. Some attempt has been made at calendaring and cataloguing. The Nacogdoches archives have been arranged in chronological order, copied,[40] and some have been translated, chiefly the census records of Nacogdoches and the surrounding towns, 1828-1836, and of foreigners admitted as settlers under the colonization law of 1825. The Bexar archives in the University of Texas library have been calendared and a translator is now at work on them. All legislative records from the consultation papers in 1835 through the twenty-first legislature, 1889, have been arranged chronologically. The consular correspondence of the republic, the correspondence of the state department, 1835-1890, the comptroller's correspondence, 1835-1880, and the letters received by the governors, 1846-1895, have also been so arranged. The election returns have been arranged chronologically by counties for general, special, and contested elections from 1835 through 1875. Card indexes have been made to Confederate and ranger muster and pay rolls, some 150,000 in all and neither yet completed. A crude card index has been made to the Spanish-American rolls and a card index to the rolls of the national guard is being made. The muster rolls of the other military organizations have merely been arranged alpha-

[38] *Ibid.*, 15-16.

[39] Article XVI, Section 45, Constitution of 1876 in Gammel, *Laws of Texas*, VIII, 832; Gammel, *Laws of Texas*, VIII, 1061.

[40] The copies were made under the direction of Miss Winnie Allen, archivist, University of Texas.

betically by captains of companies. Correspondence of the adjutant general's office, reports of rangers and other organizations, ordnance papers, etc., have been partially chronologued. Other groups of documents, which, for want of a better term, I shall call name documents, have been alphabetized by thousands and tens of thousands. These are pardons and remissions, rewards and extraditions, 1836-1900, comptroller's military service records and civil service records, public debt and claims papers, pension papers, memorials and petitions. The currency, bonds, and other obligations of the republic have been classified as to denomination and issue. There is still a large inchoate mass of documents, unclassified and unarranged. The state of preservation of the majority of the documents is good; the number of injured documents distributed throughout the Texas archives constitutes a small percentage of the whole. The work of repairing has begun, but it is slow because of lack of funds.

That more has not been done in the classification and arrangement of manuscripts is due to the fact that the archives division is overworked, undermanned, and crowded almost beyond the point of endurance. The archivist worked singlehanded until 1922. For ten years thereafter a part-time student assistant was employed. A full-time assistant was employed in 1932, and at the present time the archives division has an assistant and a half. The archivist, in addition to the regular duties of her office, has charge of the Texas books and the early Texas newspapers. Except for the general land office, none of the state departments has a special translator; numerous letters from the Spanish, French, and German are translated by the archivist as a matter of courtesy for the other departments.

Under the library law, the Texas Library and Historical Commission is authorized to sell copies of the Texas archives printed with funds appropriated for that purpose, and all moneys received from such sales shall be paid into the state treasury.[41] In 1909, the first appropriation for the publication of archives was made. There were, however, some publications before this date. In 1886, Shumard's *A Partial Report on the Geology of Western Texas* was published at state expense. In 1901 and 1902 appeared Volumes I and II of Raines, *Year Book for Texas*. In Volume II certain manuscripts found in the Texas archives were published for the first time. Neither these

[41] *General Laws of Texas*, 31 Legislature, Regular Session, 1909, 123; *ibid.*, 33 Legislature, Regular Session, 1913, 281.

volumes nor Raines, *Speeches and State Papers of James Stephen Hogg, Ex-Governor of Texas*, published in 1905, was printed at state expense.

The Texas Supreme Court published one volume of reports, entitled *Dallam's Decisions*, for the period of the republic and thereafter has published a volume yearly known as *Texas Reports*. The Court of Criminal Appeals, a supreme court in criminal cases, has published yearly since 1881, *Texas Criminal Reports*. Texas and Oklahoma are the only states that publish these latter reports. Since 1906 the attorney general's office has published opinions as an appendix to the biennial report. *Abstracts of Titles of Patented Lands* have been published. The first volume appeared in 1838, and others were published during the republic and early statehood periods. Since 1875, the *Abstracts of Titles of Patented Lands* have been issued yearly by the land office and the comptroller's department; the former prepares the abstracts for press, the printing and distribution is in the hands of the latter. In addition to the above there is the customary publication of legislative journals, laws, departmental reports, etc.

Archives published by the archives division of the Texas State Library are as follows:

Winkler, Ernest William, ed., "Secret Journals of the Senate, Republic of Texas, 1836-1845," in the *First Biennial Report* of the Texas Library and Historical Commission, 1909-1911; Winkler, Ernest William, ed., *Journal of the Secession Convention of Texas*, 1861; West, Elizabeth Howard, "Calendar of the Papers of Mirabeau Buonaparte Lamar," in the *Second Biennial Report* of the Texas Library and Historical Commission, 1911-1912; Moreland, Sinclair, *Governor's Messages, Coke to Ross*, 1874-1891; Gulick, Charles Adams, and others, eds., *The Papers of Mirabeau Buonaparte Lamar*, six volumes; Smither, Harriet, ed., *Journals of the Fourth Congress of the Republic of Texas*, 1839-1840, *together with the Official Reports and the Special Laws*, three volumes.

The following works composed wholly or in part of material drawn from the archives of Texas, have been published by the American Historical Association: Garrison, George P., ed., "Diplomatic Correspondence of the Republic of Texas," in Volume II of the *Annual Report* of the American Historical Association for 1907 and 1908. Barker, Eugene C., ed., "The Austin Papers," Volumes I and II published in Volume II of the *Annual Report* of the American Historical

Association for 1919 and 1922; Volume III was published by the University of Texas Press, Austin, 1926; Binkley, William C., ed., *Official Correspondence of the Texas Revolution,* 1835-1836, two volumes. These were prepared for press and published from the income of the Albert J. Beveridge Memorial Fund in 1936.

Titles of works composed wholly or in part of material drawn from the archives of Texas which have recently appeared or are in process of preparation are: Williams, Amelia C., and Barker, Eugene C., eds., *Writings of Sam Houston, 1813-1863,* Volumes I and II, University of Texas Press, Austin, 1938, 1939; Nance, J. M., ed., "The Letter Book of Joseph Eve, Chargé d'Affaires of the United States to Texas, 1842-1843," which is appearing serially in *The Southwestern Historical Quarterly* beginning with the number for October, 1939; "The Journals of the Sixth Congress of the Republic of Texas, 1841-1842, together with the official Reports and Special Laws," is now being prepared for publication by the archives division of the state library. The *Senate Journal,* which was published in 1842, is to be reprinted with messages, communications, and reports added. The House Journal, the departmental reports, the special laws, and the journals of the special session have never been printed.

HARRIET SMITHER

Archivist, Texas State Library

REVIEWS OF BOOKS

Manual on the Use of State Publications, edited by Jerome K. Wilcox. Sponsored by the Committee on Public Documents of the American Library Association. (Chicago. American Library Association, 1940. x and 342 pages. $6.00.)

In 1935 the Committee on Public Documents of the American Library Association took cognizance of the increasing importance of state publications in scholarly research and the need of a manual of a general nature to facilitate their use. Such a manual was projected, and, after careful consideration of the nature of the problem, it was determined to assign each of the chapters outlined to a specialist and to reserve the sponsorship and general editorship to the Committee on Public Documents. The book, now published, consists of twenty-one chapters and is divided into five parts around the following headings: Importance, Character and Use; Bibliographical Aids; Basic State Publications; National Associations of State Officers and Their Publications; and Printing and Distribution.

Thirty tables and about the same number of lists provide the gist of the contribution this book makes. Each is introduced by a statement which analyses the data, sketches earlier published lists, evaluates the importance of the type of reporting that is tabulated, or provides information on the origin and use of the material. While these statements are not primarily included for purposes of reference, much can be learned from their use in connection with the tables and lists. The bibliographic aids in Part II bring together a mass of material that was heretofore scattered.

The division of the book into parts and chapters according to the function of government represented by the published report makes the finding of the desired reference an easy task. A ten-page subject index and a list of tables further facilitate use of the book. Archivists, librarians, and scholars who have occasion to refer to current state publications will find the *Manual* a valuable reference work.

CHARLES W. PAAPE

SHORTER NOTICES

The advancement of the plans for the new state library and archival depository is the theme of the *Report of the Virginia State Library for the Year Ending June 30, 1939* (Richmond, 1939). Besides giving careful attention to the selection of equipment for its new location, the Archives Division has been active in augmenting its holdings and restoring county records which are in frequent use.

The *Ninth Annual Report of the Archivist, University of Virginia Library, for the Year 1938-39* (University of Virginia, 1939) reports the acquisition of numerous valuable collections of manuscripts and private archives. The papers of the Hon. Miles Poindexter, a leading insurgent representative and senator in Congress during the years 1909-1923 and ambassador to Peru from 1923 to 1928, number more than a half million and contain material on a variety of subjects of national importance. Seventy-three volumes of manuscript account books reveal the economy of Virginia plantations in the nineteenth century. Other account books of Virginia plantations have been made available by extensive microfilming.

The release of the *Inventories* of Fayette and Rock Island counties by the Historical Records Survey marks the appearance of Numbers 26 and 81 of the 102 inventories in the Illinois series. The Rock Island County *Inventory* resembles previously issued volumes, being mimeographed and bound attractively in the paper cover prepared by the Illinois Art Project. In contrast, the Fayette County *Inventory* is much smaller in size, measuring nine inches by six inches. It is planographed and neatly bound in a similarly prepared cover. As might be expected, documents recorded in each county date from the earlier years of the first half of the nineteenth century. Of particular interest in the Fayette County records are those concerning the change of the state capital of Illinois from its temporary location in Kaskaskia to Vandalia as approved by action of the second session of the First General Assembly on March 30, 1819. The survey reports that adequate facilities have been provided for the preservation of documents, and that no serious gaps appear.

NEWS NOTES

Necrology

Dr. Robert Cedric Binkley died in Lakeside Hospital in Cleveland, Ohio, April 11, 1940, at the age of forty-two. He attended Stanford University and while a student there enlisted in the United States Army in 1917. He was cited five times for gallantry in the ambulance service and received the Distinguished Service Cross for bravery at Fléville. He stayed in France in 1919 as a student at the Université de Lyons and at that time he was commissioned to assist in collecting the documents for the beginning of the Hoover Library on War, Revolution, and Peace. He returned to Stanford University, taking his A.B. degree in 1922, and was employed as a reference librarian in the Hoover library until 1927. He received his Ph.D. degree in that year from Stanford and became an instructor in history at New York University. He accepted a position as associate professor of history at Smith College in 1929 and went to Western Reserve University in 1930. He was head of the department of history of Flora Stone Mather College of the latter institution since 1932, except for the year 1937-1938, when he was visiting professor at Columbia University. He won wide recognition for his work as chairman of the Joint Committee on Materials for Research of the American Council of Learned Societies and the Social Science Research Council, a position which he held since 1930. His role as a leader in ideas on the frontier of historical research and his aid in the development of microphotography and other techniques for the preservation of valuable books and manuscripts are widely recognized. He was a national pioneer in the idea of mass research by white collar labor, using the factory assembly-line technique. He was a stimulating teacher, and among his publications in the field of modern European history were: *New Governments of Central Europe*, 1924, and *Realism and Nationalism*, 1935. At the time of his death he was working on an institutional history of modern Europe, using quite a different approach from any other hitherto attempted. It is expected that his work will be published posthumously. Dr. Binkley was a charter member of the Society of American Archivists, chairman of the Committee on Equipment and Mechanical Techniques, and spoke at the luncheon meeting of the Society in Chicago, December 29, 1938, on "Strategic Objectives in Archival Policy," printed in THE AMERICAN ARCHIVIST, II (July, 1939), 162-168. He was also a member of the Committee on Historical Source Materials of the American Historical Association and a member of the board of editors of the *Ohio State Archaeological and Historical Quarterly*. His death is a serious loss to his many friends and to historical scholarship. As a leader in the advancement of research techniques he cannot be replaced.

The Society of American Archivists

The dates November 11-12 have been established for the fourth annual meeting of the Society, which is to be held at Montgomery, Alabama, under the auspices of the Alabama Department of Archives and History. A feature of the sessions will be the dedication of the quarters of that department in the new Alabama Memorial Building. This meeting and that of the Southern Historical Association, to be held at Charleston, South Carolina, November 7-9, have been so scheduled that persons from other parts of the country can include both in one trip. Information on the Charleston gathering can be obtained from Prof. O. C. Skipper, chairman of the local arrangements committee, College of the Citadel, Charleston, or from announcements in the *Journal of Southern History*.

Arrangements for the meeting of this Society are proceeding under the guidance of Mrs. Marie B. Owen, who states that the hotel headquarters will be the Jefferson Davis. Dr. Lester J. Cappon, chairman of the program committee, promises an unusual variety of topics for discussion, including such as famous personalities revealed in archival records, administrative history of governmental agencies in relation to archives, and agricultural records of the South.

The following changes have been made in the list of committee appointments announced in the April issue of THE AMERICAN ARCHIVIST: Howard Peckham has been added to the Program Committee for the Fourth Annual Meeting; Lewis Atherton has been appointed a member of the Committee on Business Archives. The members of the Auditing Committee, inadvertently omitted from the list published in April, are George H. Ryden, chairman, and Dallas D. Irvine.

Archival economy was represented on the programs of the Mississippi Valley Historical Association at Omaha, May 2-4, and the Eighth American Scientific Congress at Washington, May 10-21, in papers read by Solon J. Buck. His topic at Omaha was "The Training of an Archivist," and that at Washington was "The Services of the National Archives to Historical and Geographical Research."

Appraisal of the permanent value of records was the subject of discussion at a luncheon meeting of Washington members of the Society and guests at the new Interior Department building cafeteria on April 13, 1940. Philip C. Brooks, associate archivist of the Division of Independent Agencies Archives, the National Archives, addressed the group on the question "What Records Shall We Preserve?" Solon J. Buck, Luther H. Evans, Arthur H. Leavitt, and William H. Galbraith participated in the subsequent discussion, which was

largely devoted to the appraisal problem in the current projects for arranging and microfilming Civil Works, Federal Emergency Relief, and Work Projects Administration records. Thirty-eight persons attended the session. Dr. Brooks' paper has recently been issued in processed form as *Staff Information Circular* Number 9 of the National Archives.

Several members of the Society participated in the sessions of the American Library Association at its annual meeting at Cincinnati, May 26 to June 1. The program of the Archives and Libraries Committee included papers by Sargent B. Child, Margaret S. Eliot, and Douglas C. McMurtrie on various phases of the Historical Records Survey; by Margaret C. Norton and Roscoe R. Hill on the classification of public archives; by Julian P. Boyd and Herbert A. Kellar on problems of historical manuscript collections; and by Solon J. Buck on the training of archivists. At other sessions John R. Russell spoke on co-operative cataloguing, Henry B. Van Hoesen on the history of the Bibliographical Society of America, John Cook Wyllie on Jefferson bibliography, Ernst Posner on European experiences in preserving and protecting local archives, and Vernon D. Tate on the implementation of international documentation and documentary reproduction in relation to public documents.

The National Archives

The archivist of the United States announces the resignation of John R. Russell, chief of the Division of Cataloguing, effective April 1, to become librarian of the University of Rochester. W. L. G. Joerg, chief of the Division of Maps and Charts and since 1937 a member of the United States Board on Geographical Names, was appointed chairman of that board on March 18.

Among records recently transferred to the National Archives for the Civil War and Reconstruction periods are the Matthew S. Brady collection of photographic negatives, from the Signal Corps; telegrams drafted by President Lincoln for transmission by the War Department, 1864-1865; galley proofs of the constitution of the Confederacy, annotated by various signers, 1861; a United States Army report on the capture of Jefferson Davis, 1865; a land map of St. Helena parish, South Carolina, with field notebooks, prepared about 1865 for the Union tax commissioners in connection with the settlement of freedmen in the Sea Island area; and an assessment book and tax returns for income, inheritance, cotton, and business taxes in the Marshall, Texas, district, 1866-1868.

Among more recent records transferred to the National Archives are maps pertaining to government topographical and geological surveys, 1867-1878, from the Office of the Chief of Engineers; Interstate Commerce Commission case papers, with map exhibits on railroad economics, 1887-1925; sound recordings of Indian music and dialects, 1894-1938; records of the Plant In-

dustry Bureau relating to cereal introduction and grain grade investigations, 1901-1905, and irrigation agriculture in the West, 1905-1935; Forest Service records pertaining to the Ballinger-Pinchot controversy, 1904-1910; and the general files of the Children's Bureau, 1914-1924. Recent accessions of records created during the administrations of President Franklin D. Roosevelt include records of the Washington offices of the National Recovery Administration, 1933-1936; Civil Works Administration census schedules of part-time farming in 1933; monthly reports of superintendents of CCC camps in state and local parks, 1933-1937; records of the Federal Co-ordinator of Transportation relating to an investigation of railroad company unions, 1933-1936; sample files of plans and specifications of typical American homes insured by the Federal Housing Administration, 1934-1938; copies of correspondence of the State and Commerce Departments relating to proposed transatlantic airways, 1935-1936, received from the Senate Commerce Committee; and records of the Fine Arts Commission relating to federal building projects completed during the years 1936-1939.

The illustrated circular entitled *The National Archives of the United States*, eight pages, has been revised, and copies of it in English, Spanish, or Portuguese may be obtained from the administrative secretary of the National Archives. "Microphotography in Archives," a paper by Vernon D. Tate, has been reproduced as Number 8 of the *Staff Information Circulars* of the National Archives, ten pages.

Records of the United States Department of State are now open to qualified applicants through December 31, 1918, subject to certain conditions. All applications to use records are to be referred to the chief of the Division of Research and Publication, according to the latest departmental order on the subject, and he will decide whether or not the applicant is qualified. Conditions under which the records may be studied are to be determined by the chief of the policy division concerned. This order applies only to records post-dating August 14, 1906. Those prior to that date are available without restriction in the National Archives.

The Society is indebted to Mr. E. Wilder Spaulding, chief of the Division of Research and Publication, the Department of State, Washington, and Mr. Charles T. Terry, American vice consul at Venice, Italy, for the following information on the archives of the Venetian Republic.

In November, 1938, the work of rehabilitating the depository which holds the archives of the Venetian Republic was begun. The structure dates from the late Renaissance and was at one time a Franciscan convent. The records of Venice were deposited in the building in 1825 when Austria gained control of the city; they had formerly been housed in the Ducal Palace. The changes

made in the current renovation include enlargement of the search rooms, the installation of an electric lighting system, new files, and other conveniences to facilitate the use of the records. The sixteenth century style of the building has been followed in the reconditioning program.

Among the records preserved are the minutes of the sessions of the Senate, the books of the Avogaria or lawyer's guild, the papers of the ministry of war, the confidential reports of ambassadors, and other documents concerning the history of Venice. Additional materials of a similar nature are to be found housed on the Island of the Giudecca. Since November, 1938, about 250,000 bound volumes have been indexed and about 5,000 documents in danger of early disintegration have been photographed.

A significant undertaking is the organization of projects to arrange and microfilm records of the work relief activities of the federal government outside of Washington. A project is being set up in each state, operating under general instructions sent out from the Work Projects Administration headquarters. Mr. Lloyd Eno, director of records and microphotography, has drawn up a program of selection under which preservation of certain classes of material for administrative and research purposes is required and provision for authorized disposal of valueless papers is made. This program covers the files of the Civil Works Administration, Federal Emergency Relief Administration, Works Progress Administration, and Work Projects Administration. The Historical Records Survey supervisors in the states are technical consultants to the projects and the National Archives is sponsor for all of them. Each is under the direction of a state records officer.

Oklahoma

Mr. James W. Moffitt, secretary of the Oklahoma Historical Society, reports that the society was able to give a gratifying report of its archival activity to its members assembled in the annual meeting at the University of Tulsa on May 9, 1940. The society sponsored a Historical Records Survey project which prepared a biographical index for the library. The Survey is also assisting in indexing and cataloguing the collection of Indian archives, private manuscripts, and county archives. In addition, it is co-operating in the preparation of an index to the Indian-Pioneer history, a 120-volume set of interviews with Indians and pioneers. Each of the volumes consists of about five hundred typed pages.

It is also reported that the Indian archives division of the Oklahoma Historical Society, with a holding of approximately two million documents and manuscripts relating to Indian affairs, is being thoroughly indexed and catalogued. The library has added a number of private collections to its resources during the past year.

ABSTRACTS OF ARCHIVE PUBLICATIONS

Western Europe

Germany

Archivalische Zeitschrift, XLV, 1939[1]

ZIPFEL, ERNST [*Generaldirektor der preussischen Staatsarchive, Direktor des Reichsarchivs*, Berlin-Dahlem], Die Organisation des Reichsarchivs von der Gründung bis zur Bildung der Wehrmachtsarchive, 1919-1937 (The organization of the archives of the German government from the establishment up to the creation of the Defense Archives, 1919-1937). Pp. 1-6.

Founded on October 1, 1919, the archives of the present German government were first housed at Berlin, then moved to Potsdam. Many minor archives were combined at centrally located cities. The main archives were reorganized internally four times before 1924, and were again regrouped in 1935 and 1936. In that year the organization consisted of the director, the central office, Section A (The head of the state and Parliament), Section B (State government and state ministries), Section C (War organizations), Section D (Non-state archives and contemporary collections), Book section, Section at Frankfurt a.M. (Authorities and representative bodies before 1867). "The question of room in all state archives has become a burning question. They are mostly overfull, so that new buildings have become necessary."

WIESEN, RUDOLF, [*Regierungsbaurat*, Berlin], Der Neubau des Heeresarchivs Potsdam (The new structure of the Army Archives at Potsdam). Pp. 7-15.

"It was reserved for National Socialism to provide a suitable shelter for the irreplaceable archival materials." In April, 1934, the sum of 1,100,000 Rm. was allotted for the new building at Potsdam. This has seven floors, a partial basement, and is joined to the old buildings of the school by a connecting unit over the entrance driveway, the whole harmonious in style and landscaping with the old structure. Built in the shape of a T, the new part measures 71 x 14 m., and 60 x 14 m. on the crosspiece. A strong room is located in the southeastern corner of the latter, on the ground floor. The shelves are in double rows at right angles to the building, 10.80 m. long, 0.76 m. deep, five tiers high, forty on each side of a central aisle. Each shelf is 27 x 38 x 40 cm. The building and floors are constructed of steel and stone; the stacks and shelves, of steel. At the end of each row a tablet lists the contents. Electric lights and work tables are between every other row. There is one stair well and one elevator in each of the two sections, which are separated by firewalls. The central heating system is located in the basement. Yellow glass is used in the windows to protect archivalia from strong sunlight. The walls and floors are buff, the shelves and posts blue-grey, and the corridors covered with green linoleum. Four telephones are installed on each floor, and there is an alarm system. The roof is fireproofed. The work rooms, exhibition halls, offices, etc., are in the old building, next to the connecting unit. "Six months after the start of the new building, four months after the start of the cross-wing, twenty trucks per day rolled in with archivalia which was at once stored in the stacks. . . . It was a pleasure to see the enthusiasm of the

[1] Volume XLIV (3. F., XI) appeared in 1936. In a foreword to the reader, the editors say, in part: "The last two years brought archivists so overwhelming a mass of practical work that, in many cases, literary activities had to move sharply into the background. Still, it is to be hoped that the forty-sixth volume will be able to appear more rapidly, if time and circumstances will again allow more freedom of activity to the profession. Truly, there is no lack of topics."

foremen, journeymen, and laborers at work. They were always on the job, even though they had to carry out many an unaccustomed task, tasks which the journeymen no longer knew; e.g., the cross-vault over the entrance drive." Three photographs and two plans accompany the article.

BUCK, SOLON J., [*Director of publications, The National Archives,* Washington, D.C., *Visiting professor of archives administration in Columbia University,* New York], Das Nationalarchiv der Vereinigten Staaten von Nordamerika (The National Archives of the United States of North America). Pp. 16-33.

"It shall be the burden of the present paper to set forth the preliminary steps which led to the establishment of the National Archives, to state what it has accomplished in the four years of its existence, and to describe the current work of the institution."

MEISNER, HEINRICH OTTO, [*Oberarchivrat und Abteilungsleiter im Reichsarchiv,* Potsdam], Schutz und Pflege des staatlichen Archivgutes mit besonderer Berücksichtigung des Kassationsproblems (Protection and care of state archives with special consideration of the problem of destruction). Pp. 34-51.

"The purpose of this paper [enlarged from that read at Gotha, 1937] is to bring together systematically at one time the questions frequently, but separately, discussed on the theme, 'protection and care of state archives,' so as to bring that theme into view in its entirety." The two phases of the problem, positive (storage, care, preservation) and negative (selective discarding) are treated separately, and occupy, respectively, pages 34-42, 42-51. Physical care must start with the source in the choice of inks, papers, etc., and continue in the choice of methods of filing and listing. "The longer documents worth preserving remain with the administration, the greater is the danger of a lessening of the substance." Uniform regulations are essential. Every five years items should be checked and lists made of those of permanent value. Quoting Watson Davis at the World Congress for Documentation in Paris, 1937, the author urges the use of microfilms in lieu of lending the original documents. The retention of carbon copies of official documents in the private files of officials is now forbidden. The right of a state to its archives is clear. The decimal system of classification, becoming increasingly important, should be discussed at a meeting in the near future.

"The question of reduction is one, perhaps the most important, of the questions on the theme of protection of archives." Great care must be exercised so as to lose nothing of value, and at the same time, not to stuff the depositories with worthless material. "The final decision in the reduction of archivalia can and must fall only upon the professional archivist; i.e., no destruction of documents should take place without his participation [therein]." Decisions cannot be generalized except in certain minor classes. More than one person must pass on important items. One set should never be discarded before its duplicate (if any) has been thoroughly checked. "Facts are stronger than [theoretical] knowledge. . . . If basic rules of general application are hardly to be found in the matter of destruction, then, finally, we would come to the 'fingertip touch' of the practical worker in individual cases. This much heard of 'fingertip touch' of the destroying archivist, is, in my opinion, unfortunate. The destruction of documents is not a matter of feeling, but of [thorough] understanding, and the competent person acts according to knowledge and on the accepted basic principles. . . . Archival value may be judged under three heads: (1) age, (2) content, (3) position of the [issuing] administration." The first is arbitrary, relative, and varies from place to place. On the second the point of view changes. In regard to the third point, only broad, general items should be kept in a general archives, only highly detailed, local items in a local archives. The rules set up by one office may often be applied by others of a similar nature. "We want basic prin-

ciples and directions, not dogmata and doctrines which paralyze the archivist's free power of decision, mould and standardize his activity."

ROHR, WILHELM, [*Staatsarchivrat*, Berlin-Steglitz]. Das Aktenwesen der preussischen Regierungen (The archives service of the Prussian administrations). Pp. 52-63.

In this fully annotated paper, read September 20, 1937, at Gotha, the author shows that the nineteenth century, with its good paper, ink, indices, etc., was the high point of Prussian archival practice. Using Düsseldorf, which he knows, as an example, he comments on the increase in materials just prior to the World War, the wartime chaos (no personnel), and the new administrative authorities that have arisen since the war—all with a change in and degeneration of the old-style registry system. "The dissolution in organization of registries, the ever poorer personnel, the degeneracy of systems and forms—these three factors stand in close interrelation, one furthers the other." Archivists and administrators should each understand the other's activities. Cancellations are still the important problem. A department's "express wish that certain series or separate volumes must be kept is binding upon the archives. Otherwise, it would fall upon the archives alone to decide what can be destroyed and what must be kept." It is desirable to have transfers to the archives made at stated periods. Items before 1900 are not needed in offices. Special rules should be set up in the various administrations. Reduction is an important question!

MAYR, JOSEF KARL, [*Oberstaatsarchivar, Universitätsprofessor*, Vienna], Aufbau und Arbeitsweise des wiener Kongresses (Structure and method of work of the Vienna Congress). Pp. 64-127.

In his foreword the author says: "On the basis of the exceedingly abundant documents of the Congress in the Vienna Haus-, Hof-, und Staatsarchiv, which, in important ways, can surpass in compass the other archives, I have again taken up the subject, and I have sought to bring clarity to the interrelations and associations of the numerous, exceedingly manifold conferences and commissions . . . with special attention to their organic arrangement and their activity." The heavily documented paper is divided into nineteen chapters on such topics as "Basic questions," "Conference of eight," "Swiss Commission," "The original despatches."

STOLZ, OTTO, [*Direktor des Landesregierungsarchivs, Universitätsprofessor*, Innsbruck], Das Aufkommen der Numerierung der Akten in den Registraturen (The rise of the practice of numbering the documents in registry offices). Pp. 128-132.

The author reviews the latest literature on the subject of annual serial numbering of items and entries in registers, and discusses in detail one heretofore unnoticed example (by months) in the Geheimkanzlei of Archduke Max, 1602-1618, of incoming and outgoing entries. A sample page is given as example.

KRAFT, JOSEF, [*Direktor des Archivs für Niederösterreich*, Vienna], Die Durchforschung niederösterreichisscher Archive durch Hormayr, 1812/13 (The search through lower Austrian archives directed by Hormayr, 1812-1813). Pp. 133-140.

The author relates the activities of Josef von Hormayr, director of the Haus-, Hof-, und Staatsarchiv in 1808-1813, in getting items, copies, etc., from archives in the provinces for the central archives by the constant plaguing of the governor and other similar means. As a result, although only a part of the depositories complied, many old documents (or copies) which otherwise probably would have been lost have been preserved. Details of quantity and locations, etc., are given.

KAYSER, GERHARD, [*Referent der Reichsstelle für Sippenforschung*, Berlin], Kirchenbuchfürsorge der Reichsstelle für Sippenforschung (Care of church record books on the part of the State Office for Genealogical Research). Pp. 141-163.

"The views on the value of genealogical research for the whole German people has basically altered since the transfer of government control to National Socialism." The increase in use of church books has raised a need for new regulations. Many church records are now being printed so as to relieve the pressure on investigations. A definite organization for the dissemination of information is needed, as it is obviously impossible to let everyone, including the unqualified and irresponsible, examine the books at first hand. Many books have been photographed, although repair and restoration of the script are often needed before that can be done. State aid has been supplied to poor parishes for that purpose. Some books have been indexed on cards; e.g., in Berlin forty-three parish registers (1800-1875) yielded one million cards in eight months. The total number of books cannot be estimated because they vary so in size, thickness, etc.

Merkblatt zur Anlegung von Betriebsarchiven, Entwurf des österreichischen Forschungsinstitutes für Geschichte der Technik in Wien (Note on the project for business archives, scheme of the Austrian Research Institute for the History of Technics in Vienna). Pp. 164-167.

Since 1932 this institute has tried to assemble information on business archives. These archives, which naturally remain secret so that no business affairs leak out, are kept by a trusted specialist in charge of all technical, administrative, business documents, printed matter, etc. Business firms are requested to give notice of such archives, to initiate them if not already in existence, and to save such items from businesses which have closed.

HOFFMANN, PAUL TH., [*Stadtarchivar*, Altona], Die Zukunft der Stadtarchive (The future of municipal archives). Pp. 168-176.

In this paper, read at the Gotha archival meeting, the author says that there is no clear guide to municipal archives, personnel, etc. The results of a questionnaire show that many small places spend 200 Rm. or less per year on their archives. Only sixteen cities have more than one archivist. Some are on part-time, or connected with the library. A school for the special training of municipal archivists is needed. "The archives should be not only a collecting place for dead treasures, but a living, flowing source for [scientific] knowledge and information about the home region." Municipal archives should keep the local "chronicles." More than local history is often found in municipal archives; e.g., the Hansa, Congresses, etc. However, institutions such as universities, state theaters, etc., located in a city but not of it, should not be represented in its archives.

SCHAFFER, REINHOLD, [*Stadtarchivdirektor*, Munich], Die Zukunft der Stadtarchive (The future of municipal archives). Pp. 177-186.

In this paper, a formal criticism of the previous one and prepared in advance for the same occasion, the author points out that municipal archives vary greatly in size and importance. Some, such as those of Munich, are more important than the provincial archives. "For the protection of archivalia it is necessary to have a state supervision of municipal archives." A card index will facilitate rapid reply to inquiries by city officials. It is the duty of the municipal archivist to regain possession of fugitive items (or, if the original is unobtainable, copies, or detailed references) and to put them in their proper places. A capable municipal archivist is essential to the collection of ephemeral items illustrative of current events, to the gathering of private archives into the public collection. There are two main dangers to archives: (1) the employment of a personnel and ma-

terial system at the pleasure of newly created departments, (2) the employment of a geographical system which results in the stuffing of state archives in the municipal depositories, and the amalgamation of city and state tasks.

RANDT, ERICH, [*Staatsarchivdirektor,* Breslau], Die Organisation der Archivpflege in Schlesien und die bisher damit gemachten Erfahrungen (The organization of archival care in Silesia, and the experiences had therewith up to the present). Pp. 187-201.

This paper, read at Gotha in 1937, mentions the various attempts at general inventories of municipal and other non-state archives. In Silesia, however, it would take one hundred years to get a general inventory into print at the present rate of progress. Until recently, only the larger cities gave much thought to archives. Private, family archives are now largely being transferred to state archives. "For the complete protection of archivalia, however, we need most urgently the anxiously awaited law for the protection of archivalia, so that in the province of archival care only half measures may not be taken."

RUPPERSBERG, OTTO, [*Stadtarchivdirektor a.D.,* Frankfurt a.M.], Fünfhundert Jahre Frankfurter Stadtarchiv (The five hundred years of the Frankfurt municipal archives). Pp. 202-207.

Founded in 1436, this archives is a great storehouse of information. "A survey of the work done in the archives would reveal our colleagues, the users, the friends of our archives, and also show how the registrars and archivists of the past conceived and fulfilled their positions, and how the archivists of the present try to fit themselves properly for the additional functions and for those which current events place upon them."

SCHAFFER, REINHOLD, [*Stadtarchivdirektor,* Munich], Das Massenproblem bei den Stadtarchiven (The problem of mass in municipal archives). Pp. 208-222.

Municipal archives, especially in the matter of reduction of mass, have been badly treated, usually because no professional archivists were in charge. "I believe that archivalia which may be of significance for the law or for any possible purpose in the history of the people and the state should not be destroyed." The best means of conquering the problem of mass crowding is an exact knowledge of the city's organization. Items from central offices and self-sufficient bodies should be kept. "The document must prove whether, on the basis of age and content, it is worth preserving."

WÖLLFERT, HEINZ, [*Leiter der archivtechnischen Werkstatt beim Geheimen Staatsarchiv,* Berlin-Dahlem], Konservierung und Ausbesserung von Archivalien (Preservation and restoration of archivalia). Pp. 223-238.

This paper, read at Magdeburg, August 10, 1938, deals briefly (pp. 223-226) with preventive measures (paper, ink, typewriter ribbons, etc.), and at length with preservation and care. Under the general head of adequate protection the author discusses such matters as humidity, windows, shelving, chemical insecticides, and fumigants. In great detail he relates the processes of cleaning papers and parchments, the various types of glues and patching materials, and the special care of maps and seals.

TESSIN, GEORG, [*Staatsarchivrat,* Schwerin], Das Archivwesen Ibero-Amerikas (The archives of Spanish America). Pp. 239-289.

After his introductory statement (pp. 239-243) that there is nothing on the subject in German beyond scattered articles, nothing comprehensive in Spanish, and only recently an excellent compilation in English (U. S. A.), together with a brief résumé of the

history, the nature of the rules, and the capitals of the several countries, the author proceeds to a detailed description, heavily documented, of the archives, giving the name, location, authority, size, and period of national and other depositories. This is arranged by countries under the larger divisions, Spanish America, Portuguese America, and is followed by a résumé of the scientific archival procedures in these countries, beginning in 1811.

BESCHORNER, HANS, [*Direktor des sächischen Hauptstaatsarchivs a.D.*, Dresden], Edward Vehse. Pp. 290-304.

A biographical sketch of Karl Eduard Vehse (1802-1870), famous historian, whose contributions have largely been neglected.

Kleine Mitteilungen[2] (Minor contributions)

KNETSCH, CARL, [*Staatsarchivdirektor*, Marburg a.d. Lahn], Zur Aufbewahrung von Urkunden in mittelalterlichen Archiven (The preservation of documents in mediaeval archives). Pp. 305-306.

A brief discussion, with photograph, of several covered wooden bowls (fifteenth century) used as receptacles for documents.

GRANZIN, MARTIN, [*Städtischer Archivar*, Stade], Die Stader Archive (The archives at Stade). Pp. 306-307.

A brief historical sketch of the city and its archives, which contains documents as early as 1204.

GÄRTIG, NIELS, [*Restaurator*, Copenhagen], Zur Konservierung von alten Pergamenten und Papieren (The conservation of old parchments and papers). Pp. 307-311.

Details of the technical processes used in connection with parchments and papers.

Zum Gedächtnis (In memoriam)

Nachrufe (Necrologies). Pp. 373-396.

HÖSL, IGNAZ, [*Staatsarchivdirektor*, Munich], Otto Riedner. Pp. 373-377.

The career and some publications of the *Generaldirektor der staatlichen Archive* of Bavaria (1879-1937), accompanied by a photograph.

BESCHORNER, HANS, [*Direktor des sächischen Hauptstaatsarchivs a.D.*, Dresden], Woldemar Lippert. Pp. 377-385.

A brief résumé of the life, career, and scholarly achievements of the late *Geh. Regierungsrat, Direktor des sächsischen Hauptstaatsarchivs* (1861-1937), with additions to the previously published list of his writings.

KORNERUP, BJÖRN, [*Arkivar, Rigsarkivet*, Copenhagen], Laurs Rasmus Laursen. Pp. 385-386.

A brief appreciation of the late (1864-1936) chief of the Danish archives.

[2] Except for those enumerated below, all items under this rubric are book reviews, very few of which deal with theory.

HAERING, HERMANN, [*Direktor des Württembergischen Hauptstaatsarchivs*, Stuttgart], Eugen v. Schneider. Pp. 386-388.

A brief estimate of the man (1854-1937) who headed the Württemberg archives.

RUGE, ARNOLD, [*Archivrat, a.o. Professor an der Technischen Hochschule*, Karlsruhe], Hermann Baier. Pp. 388-393.

A brief estimate, accompanied by a bibliography of writings, of the man (1881-1938) who, since 1928, had been *Direktor des Badischen General-landesarchiv* at Karlsruhe.

HERZOG, EWALD, [*Staatsarchivrat*, Marburg a.d. Lahn], Carl Knetsch. Pp. 393-394.

The life and career of the man (1874-1938) who, since 1929, had been *Staatsarchivdirektor* at Marburg.

CLEMM, L[UDWIG], [*Staatsarchivdirektor*, Darmstadt], Fritz Herrmann. Pp. 395-396.

The life of the former director (1871-1938) of the Staatsarchiv at Darmstadt.

Alphabetisches Verzeichnis der verstorbenen Archivare (Alphabetical directory of deceased archivists). Pp. 396-404.

A list of German and foreign archivists recently deceased. Most names are accompanied by a few lines, some by nearly a half page, describing their careers.

LESTER K. BORN

The Netherlands

Nederlandsch Archievenblad, XLVI (1939), No. 3

Officiëel Gedeelte

Mededeelingen van het bestuur (Communications from the board). P. 139.

Verslag van de buitengewone algemeene vergadering op Zaterdag 29 April 1939, om 2 uur n. m. te Utrecht, in Hotel Terminus (Report of the extraordinary general meeting, on Saturday, April 29, 1939, at 2:00 P.M., at Utrecht, in the Hotel Terminus). Pp. 139-145.

Most of the meeting is devoted to a paper (followed by discussion) presented by R. Bijlsma, *Algemeen Rijksarchivaris*, entitled "Our concern with new archives: advice regarding cancellation," in which he first summarizes, and in part, disagrees with articles presented by others from 1934 on. "The alarming growth of modern archives makes systematic destruction necessary. This done, then the significant items get better treatment and can be carefully saved in the archives depositories." Under the present rule royal archivists decide upon destruction in their provinces, but Bijlsma advocates contact between royal, communal, and other advisory custodians for two reasons: (*a*) because archives ordered destroyed are often found in several depositories; (*b*) so that the greatest possible uniformity may be attained. New rules are needed. More important than knowing the items to be destroyed, is knowing in advance what will be kept, so that permanent paper and ink will be used.

Niet-officiëel Gedeelte

Staat van het Nederlandsche archiefwezen c. a., 15 Augustus 1939 (Status of the Dutch archives, with annexes, August 15, 1939). Pp. 145-155.

A list of the state, communal, and district archives, followed by lists of church and

institutional archives, which gives the names (with titles and classifications) of provincial inspectors, archivists, and (in many cases) other officials in connection with their institutions, and marks with an asterisk those archives whose request for loans must be honored.

BIJLSMA, R., [*Algemeen Rijksarchivaris*, The Hague]. In memoriam P. Visser. Pp. 155-156.

An appreciation of the late chief of the section on arts and sciences.

HAGA, A., [*Chartermeester (hoofdcommies) aan het Rijksarchief in Overijssel*, Zwolle], Uitleening van doop-, trouw- en begraafboeken (The lending of baptismal, marriage, and burial records). Pp. 156-158.

The author replies to Martens van Sevenhoven, who had commented on his original article, by saying that from his own experience he knew that many investigators did not know the best source of information. Therefore, needless trips and needless sending of archival registers could be stopped by requiring detailed information from the investigator. This will also exercise a degree of control in the rule that publications resulting from archival investigations must be deposited with the archive of source. Strict rules, under existing codes, could be set up for the protection of items loaned.

VAN EMSTEDE, E. J. TH. A. M., Richtlijnen voor de instelling en inrichting van provinciale archievendiensten voor het ordenen, beschrijven en voortdurend onderhoud der Nederl. Gemeente-archieven (Directions for the establishment and regulation of provincial archival services for the arrangement, description, and permanent maintenance of the Dutch communal archives). Pp. 158-167.

A long, detailed, systematic answer to specific points raised by A. R. M. Mommers in his review (*Ned. Arch.*, XLVI, 118-124) of van Emstede's book which has the same title as that given above.

MOMMERS, A. R. M., [*Ambtenaar bij de Prov. griffie in Noordbrabant, werkzaam voor de gemeente- en waterschapsarchieven in de provincie*, Hertogenbosch], De "Richtlijnen" van der heer van Emstede (The "Directions" of Mr. van Emstede). P. 168.

A brief answer to a single point made above.

[Boekbesprekingen]. Pp. 168-174.

Berichten. Pp. 174-177.

The usual digest of domestic, colonial, and foreign archival news is concluded with the quotation (in English) of the opening paragraph of Binkley's paper in THE AMERICAN ARCHIVIST, II (July, 1939), 162-168.

Inhoud. No pagination.

The systematic table of contents for the volume.

Nederlandsch Archievenblad, XLVII (1939), No. 1

Naamlijst der leden van der Vereeniging van Archivarissen in Nederland, 1 December 1939 (Membership roll of the Association of Dutch Archivists, December 1, 1939. Pp. 1-6.

Mededeelingen van het bestuur (Communications from the board). P. 6.

Report on new members and on finances.

Verslag van de acht en veertigste algemeene vergadering (Report of the forty-eighth general meeting). Pp. 7-8.

The reports of committees, general discussion of local problems, and a paper by B. Van 't Hoff which is published in this number.

Toespraak van den voorzitter (Address of the president, [H. P. Coster, *Archivaris der gemeente*, Groningen]). Pp. 9-16.

No formal address, but a series of comments on the accomplishments of the association in the past year, the advisability of rewriting, rather than merely revising, the *Handleiding* so as to include the problem presented by "new" archives ("The new archives of today are the old archives of tomorrow—knowledge of how this happens is of great importance to us."), news of archival appointments in the Indies, new constructions and repair of archival depositories by the *Werkfonds*, personalia, new members, and deaths.

Afdeeling van Rijksarchiefambtenaren, verslag van de twee en twintigste Afdeelingsvergadering, gehouden 16 September 1939 in het Raadhuis te 's-Gravenhage (Section of state archives officials; report of the twenty-second sectional meeting held September 16, 1939, in the City Hall at The Hague). P. 16.

A statement of routine business.

Afdeeling van Gemeente-en Waterschapsarchiefambtenaren, mededeeling van het bestuur (Section of commune and district archives officials; communication from the board). P. 17.

Report of the treasurer.

Verslag van de een en twintigste afdeelingsvergadering op Zaterdag 16 September 1939 ten Gemeentehuize te 's-Gravenhage (Report of the twenty-first sectional meeting on Saturday, September 16, 1939, at the Town Hall in The Hague). Pp. 17-18.

After the reports of routine business, a discussion of the advisability of removing archivalia before war dangers were at hand disclosed the fact that only a few, rare items have been removed from their usual places.

Van 't Hoff, B., [*Archivaris der gemeente*, Deventer], De Nederlandsche gewestelijke kaarten en stedeplattegronden vervaardigd door Jacobus van Deventer (The Dutch provincial maps and plans of cities made by Jacobus van Deventer). Pp. 19-32.

A preliminary paper, copiously annotated, to an elaborate study on the life and works of the outstanding pioneer in Dutch—and European—map making in the early sixteenth century based, "as far as possible, on the extensive and widely scattered literature and with the publication of a number of original documents, mostly heretofore unpublished."

De archieven en de luchtbescherming (Archives and protection against air raids). Pp. 33-64.

The results of an inquiry regarding regulations and measures taken at archival depositories to preserve documents in event of air raids are categorically listed under the names of the various state archives, alphabetically under the municipal archives, and under the main church archives, e.g., in the Algemeen Rijksarchief 1200 cu. m. of the total

1730 cu. m. of documents are stored in the cellar where dampness has been successfully combatted. The move has been accomplished through overtime work of the staff and volunteer aid from readers and organizations. In the provincial archives of Gelderland, where no cellar was available, documents have been scattered in various places, e.g., in the strong room of the museum. At Amsterdam the municipal archives were, where possible, removed to a location outside the city. At Leyden the attic has been emptied of documents and filled with sandbags, the interior walls have similar protection, slides are prepared for the rapid removal to the basement of all items (previously classed as 1, 2, and 3), where they are piled on planks raised from the floor, the heating system has been cut off and surrounded with sandbags, and the exterior walls of the building have been covered with sandbags. In general, removal of archivalia, use of sandbags, barricading of windows, allocation of fire and anti-gas equipment, storage in cellars is standard practice. The forty-odd reports vary greatly in length and detail.

Het Bureau voor Historische Demografie N. V., 's-Gravenhage (The Bureau of Historical Demography at The Hague). Pp. 64-67.

The annual report for 1938 shows the increasing importance of the bureau as a genealogical center, reveals a heavy turnover in the "WPA" assistants, due to mobilization, and concludes with a detailed statement regarding the 39,734 items from five provinces examined, copied, or extracted during the year, which yielded 76,597 new cards in the general file of all birth, marriage, and death records in Holland before 1811.

Boekbespreking (Book reviews). Pp. 67-74.

Berichten (News and notes). Pp. 75-81.

The usual list of local news, with a long item (pp. 76-79) on archives of the Netherlands East Indies; a quotation, from an Albany paper, of an article on the retirement of A. J. F. Van Laer, archivist of the state of New York; and a notice on the increasing use of cellophane, especially in the United States, in protecting archivalia.

LESTER K. BORN

ABSTRACTS OF ARCHIVE PUBLICATIONS

Eastern Europe

Russia

Pravila opredelenia arkhivnogo fonda (Rules for the determination of an archival *fonds*[1]), *Arkhivnoe delo*, Official Section, LI (1939), 140-143.

"SECTION 1. In the archives of the USSR the archival materials are preserved and registered by *fonds*.

As a rule, a *fonds* is not subject to division.

SEC. 2. The totality of the archival materials set aside in the process of the activity of a given institution, enterprise, military unit, public organization, or an organically and operatively independent part thereof is called a *fonds*.

Note: The materials set aside as a result of the activities of an individual also constitute a separate *fonds*.

SEC. 3. Institutions, enterprises, military units, and public organizations through the activities of which materials have been set aside for preservation as archives are designated, in relation to these materials, *fonds* originators.

Note: The materials of auxiliary services, which represent subsidiary organs for the performance of clearly defined functions of an institution (machine shops, casualty wards, steward's offices), form part of the body of the *fonds* of that institution.

SEC. 4. To each *fonds* is assigned the official name of its *fonds* originator.

Example: The *fonds* of the People's Commissariat of Foreign Affairs.

SEC. 5. Organically and operatively separated institutions, enterprises, military units, public organizations, as well as their separately functioning parts are independent *fonds* originators.

Note: The organic and operative independence of a *fonds* originator is indicated by the existence of an independent budget, a personnel schedule, or a special legislative act determining its jurisdiction and functions.

SEC. 6. The institutions of the Soviet government created by the Great October Socialist Revolution as a result of the destruction of the bourgeois-landowners' government are new *fonds* originators.

SEC. 7. From the moment of the confiscation and nationalization by the Soviet government of former capitalistic enterprises, such as banks, trusts, and educational institutions, their existence as *fonds* originators was terminated. The Soviet socialist enterprises, such as banks and educational institutions, subsequently organized, are the new *fonds* originators.

SEC. 8. The liquidation of an institution with the transfer of all or of part of its functions to newly created institutions is an indication of the establishment of new *fonds* originators.

Example: The termination of the activity of the Supreme Council of National Economy of the USSR, and the establishment of the people's commissariats of heavy, light, and lumber industries (1932).

SEC. 9. When a new division of territorial administration is set up, its institutions supersede those of the former division as *fonds* originators.

[1] Approved, September 7, 1939, by Nikitinskii, captain of State Defense, and chief of the Main Archival Administration of the People's Commissariat of the Interior, USSR.

Examples: (*a*) Kursk Circuit Executive Committee (1928), and Kursk District Executive Committee (1930); (*b*) Soviet of People's Commissars of the Kazak ASSR (1920), and Soviet of People's Commissars of the Kazak SSR (1936).

SEC. 10. The derivation from an institution of one or several new institutions, with the transfer to them of some of the functions of the original institution, is not an indication of its termination as a *fonds* originator.

Example: (*a*) The derivation from the body of Fiscal Boards of the Administration of Government Properties (1839), the Administration of Excise Taxes (1861), and the Control Boards (1864); (*b*) the derivation of the People's Commissariat of Water Transportation from the People's Commissariat of Roads of the USSR (1931).

SEC. 11. When an institution is replaced by a new one, the files of completed cases are included in the *fonds* of the original institutions and the files of uncompleted cases transferred to the other institution for completion are included in the *fonds* of that institution.

Note: This rule is also the guide in the case mentioned in SEC. 10.

SEC. 12. The broadening or narrowing of the administrative procedure of an institution without changing the legal or territorial limits of its function or its original position in the given departmental or territorial administrative system (central, regional, or provincial) is not an indication of the establishment of a new *fonds* originator.

Examples: (*a*) The Moscow Regional Executive Committee, before and after elimination of the new regions (Kalinin, Riazan, Tula) from the territory of the Moscow region; (*b*) the district institutions, when districts are either enlarged or subdivided; the reduction of the activities of the fiscal boards resulting from the transfer of some of the functions to newly established institutions.

SEC. 13. The renaming of an institution, its transfer from one department to another, or a reorganization that does not constitute a radical change of its primary functions do not justify dividing its records into separate *fonds.*

Examples: (*a*) The renaming of the Volost Military Commissariats to Volost Military Divisions (1921); (*b*) the change in the dependence of local organs (regions) of an autonomous republic upon its reorganization into a constituent republic (e.g., the Regional Executive Committees of the Kazak Autonomous Soviet Socialist Republic remain the same in the Kazak Soviet Socialist Republic).

SEC. 14. The records of institutions that have temporarily discontinued their activities and later resumed them constitute a single *fonds.*

Example: The Tula Provincial Soviet of National Economy, 1918-1924, and after its restoration in 1926.

SEC. 15. The records of secret sections of an institution form a part of its *fonds* but are preserved and registered separately.

SEC. 16. The records preserved as a result of the activity of an individual (e.g., a writer or a scientist) constitute a single *fonds* irrespective of the periods of activity.

SEC. 17. The records of an anti-soviet political party or organization, irrespective of the periods of its activity, constitute a single *fonds.*

SEC. 18. The records of a religious institution of any denomination, irrespective of the periods of its activity, constitute a single *fonds.*

SEC. 19. An archival collection, if it is an independently arranged and registered unit, is comparable to a *fonds.*

SEC. 20. The term "archival collection" is applied to a group of records that belong by provenance to one or more *fonds* but have been segregated and arranged according

to a predetermined scheme (e.g., according to subject or to paleographic or external characteristics of the documents).

Note: When it is possible to distribute archival materials into *fonds*, the creation of collections is not permitted.

SEC. 21. In the absence of a scientific basis for preserving an archival collection, the materials included in it are subject to separation."

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"These rules for the determination of an archival *fonds* have been approved by a conference of the professional staffs of the Main Archival Administration of the People's Commissariat of the Interior of the USSR, of the Central State Archives of Moscow, and of the Institute of History and Archives on August 21, 1939."

OLGA P. PALMER

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